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# HEARINGS

BEFORE

## COMMITTEE ON NAVAL AFFAIRS OF THE HOUSE OF REPRESENTATIVES

ON

# ESTIMATES SUBMITTED BY THE SECRETARY OF THE NAVY

## 1918

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SIXTY-FIFTH CONGRESS

LEMUEL P. PADGETT, Tennessee, *Chairman*.

J. [illegible]
AL[illegible]RED. C. TALBOTT, Maryland.
DA[illegible]BERT ESTOPINAL, Louisiana.
W[illegible]NIEL J. RIORDAN, New York.
JO[illegible]TER L. HENSLEY, Missouri.
WI[illegible] R. CONNELLY, Kansas.
WI[illegible]IAM B. OLIVER, Alabama.
CA[illegible]IAM W. VENABLE, Mississippi.
AD[illegible] VINSON, Georgia.
JA[illegible] B. LITTLEPAGE, West Virginia.
WI[illegible]S C. WILSON, Texas.
[illegible]IAM KETTNER, California.

THOMAS S. BUTLER, Pennsylvania.
WILLIAM J. BROWNING, New Jersey.
JOHN R. FARR, Pennsylvania.
FRED A. BRITTEN, Illinois.
PATRICK H. KELLEY, Michigan.
SYDNEY E. MUDD, Maryland.
JOHN A. PETERS, Maine.
FREDERICK C. HICKS, New York.
CLIFTON N. McARTHUR, Oregon.

WILLIAM L. PADGETT, *Clerk*.

WASHINGTON
GOVERNMENT PRINTING OFFICE
1918

# HEARINGS

BEFORE

U.S. Congress. House.

## COMMITTEE ON NAVAL AFFAIRS OF THE HOUSE OF REPRESENTATIVES

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ON

# ESTIMATES SUBMITTED BY THE SECRETARY OF THE NAVY

# 1918

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[No. 1.]

# THE NAVAL APPROPRIATION BILL.

## THE COMMITTEE ON NAVAL AFFAIRS,

Tuesday, December 11, 1917.

The committee this day met, Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. Gentlemen of the committee, at the request of the Seecretary of the Navy I have introduced three bills. The one which we will take up first is H. R. 6967, to increase the number of midshipmen at the United States Naval Academy. It provides for the appointment of 5 midshipmen for each Senator, Representative, and Delegate in Congress; 1 for Porto Rico; 2 for the District of Columbia; 15 for the President; and 100 from the enlisted men of the Navy, as now authorized by law.

Mr. Secretary, I want to ask you to state to the committee your recommendations and the reasons for them, but before doing so I want to call your attention to a fact or two. There are 435 Members of the House, 96 Members of the Senate, and, as I remember, 5 Commissioners and Delegates. That makes 536. Then 5 appointees for each one would make 2,680, then 1 for Porto Rico and 2 for the District of Columbia would make 2,683, then 100 annually from among the enlisted men and 15 at large by the President would make 460. That would be altogether 3,143.

## STATEMENT OF HON. JOSEPHUS DANIELS, SECRETARY OF THE NAVY, ACCOMPANIED BY REAR ADMIRAL LEIGH C. PALMER, CHIEF BUREAU OF NAVIGATION, AND REAR ADMIRAL RALPH EARLE, CHIEF BUREAU OF ORDNANCE.

Secretary DANIELS. Three thousand one hundred and twenty-eight, I think it is.

The CHAIRMAN. You make it 3,128?

Secretary DANIELS. Yes.

The CHAIRMAN. I want to ask you, Mr. Secretary, to speak to the committee on the question of accommodations for that number of midshipmen.

Secretary DANIELS. Mr. Chairman, judging by past experience, if 3,128 were appointed, about 2,200 would be there all the time. So many fail on the entrance examinations and physically and so many fail afterwards that the experience of the past would show that with so many appointments we would have about 2,200 midshipmen at Annapolis all the time, and with the completion of the addition to Bancroft Hall and the additional space which we have in the marine barracks, which have been turned over to us, we will be able to accommodate 2,200 men at Annapolis all the time.

The CHAIRMAN. The marine barracks will provide accommodations for 400?

Admiral PALMER. For about 250.

The CHAIRMAN. It was first understood that the marine barracks would provide accommodations for about 400?

Admiral PALMER. They have put something else in there; they have put classrooms in there and that took up some of the space.

Secretary DANIELS. If it should chance that the proportion would be larger, in other words, that out of the appointment of 3,100 more than 2,200 should come in any one year, we have erected during the summer a number of wooden buildings at Annapolis for the reserve officers, which will last for several years, and if during the period of the war there was any overflow, we would be able to accommodate them. There is no trouble about accommodating the number. We are so much in need of training officers that I think this is, perhaps, the most important piece of legislation that would strengthen the Navy.

The CHAIRMAN. I wanted to have clearly presented before the committee for the information of Congress the question of accommodations. What number will the two wings to Bancroft Hall accommodate?

Secretary DANIELS. That will make the total of 2,200.

The CHAIRMAN. That is, Bancroft Hall will accommodate 2,200?

Secretary DANIELS. Yes.

The CHAIRMAN. And the marine barracks will accommodate 250 more?

Secretary DANIELS. Yes.

The CHAIRMAN. That would make 2,450?

Secretary DANIELS. Yes; then these temporary houses will accommodate others during the war if a larger proportion should pass than has passed heretofore.

Mr. CONNELLY. Mr. Secretary, it has just occurred to me to ask this question: Whether, instead of making it absolutely mandatory, it would not be better to make the law so that you could by proclamation, or the President could by proclamation, call for these extra midshipmen?

The CHAIRMAN. No: we have three permanent and one temporary right now.

Mr. CONNELLY. It will take a special act of the legislature, after this war is over, to reduce the number, and you do not think it would be necessary to keep on this line of training so fast?

Secretary DANIELS That would depend. I think it would, certainly, for some years.

Mr. CONNELLY. That is, even though our casualties should be light and with the trained men that we have from other sources?

Secretary DANIELS. Yes; because we will have so many more ships. The additional ships which we are building will call for a large number of extra officers.

Mr. CONNELLY. I think there is every disposition to give you absolutely what you want in these matters, but I wondered about whether this should become a permanent matter.

The CHAIRMAN. That has been changed from time to time.

Mr. CONNELLY. But never changed so as to reduce the number.

Secretary DANIELS. We have always needed so many more officers. It is in the power of Congress at any time to change this back to four or three, to reduce it or increase it at any session, if they desire.

Mr. CONNELLY. I am aware of that.

Secretary DANIELS. After the war, of course; none of us can see very far into the future. Certainly we have enough ships to demand this increase of officers.

Mr. CONNELLY. For some years?

Secretary DANIELS. Yes.

Mr. CONNELLY. For a permanent proposition along this line?

Secretary DANIELS. I would not like to say permanent, but certainly as far ahead as I can see.

Mr. MCARTHUR. What percentage of those who enter the academy are finally graduated?

Admiral PALMER. It varies very much from year to year. Some years we get as high as 75 per cent.

Secretary DANIELS. Not more than 50 per cent.

Admiral PALMER. Yes; but that is about the highest per cent we get, 75.

The CHAIRMAN. It has been stated here before that the average was about 60 per cent.

Secretary DANIELS. I think that is about right.

Admiral PALMER. Some years it is 50 per cent, but the average is nearly 60 per cent.

Secretary DANIELS. Admiral Earle, who has been an instructor at Annapolis, says that the average is 66 per cent for several years.

Mr. MCARTHUR Is it the experience of the academy that young men who are admitted after a competitive examination are as well qualified as those designated by some other method?

Secretary DANIELS. From my observation, they are better prepared. If I had the power, I would have all admissions to the Naval Academy by competitive examination.

Mr. MCARTHUR. I would leave it to the Army and Navy authorities.

Secretary DANIELS. There are some questions along that line that I discussed in my annual report very fully, which I do not think it would be well to bring up in connection with this bill. I think this bill should pass as early as possible so the young men whom you designate, whether you name them or whether in the districts you have competitive examinations—that is within your control—may be able to have some time for preparation.

Mr. PETERS. When would the new number be available?

Admiral PALMER. July would be the first.

Mr. PETERS. That is, they would enter in July?

Admiral PALMER. Yes. We will have the examinations before that time. That is the reason the Secretary made this request, to get that started.

The CHAIRMAN. There are two examinations to be held, one in March and one in April.

Secretary DANIELS. As a rule, a Member who names a midshipman wishes him to have time to prepare for the examination. If you can pass this bill before the Christmas holidays, every Senator and every Member could select his man or order a competitive examination, as

he chose, they would have some time to prepare before the examination in March.

The CHAIRMAN. There will be an examination in April also?

Secretary DANIELS. Yes.

Mr. VINSON. There will be examinations in March and April?

Secretary DANIELS. Yes.

Mr. MCARTHUR. The midshipmen contemplated by this bill, will they enter the Naval Academy at the same time as the others whom you are having the examination for now?

Secretary DANNIELS. Yes; next July.

Mr. MCARTHUR. They will all enter at the same time?

Secretary DANIELS. Yes.

The CHAIRMAN. Mr. Secretary, I should like to ask if for this additional number you might not arrange an examination even in May?

Secretary DANIELS. That could be done very well.

Admiral PALMER. That is, make a third examination?

The CHAIRMAN. Yes; one for these appointees.

Secretary DANIELS. That could be done very well.

The CHAIRMAN. That is, you could arrange to have an examination, even in May for them?

Secretary DANIELS. Yes; we could do that very well.

Mr. Chairman, I have a statement, prepared at my request by the Bureau of Navigation, which I should like to have inserted in the record.

The CHAIRMAN. Very well; just place the whole statement in the record.

The statement submitted by Secretary Daniels follows:

Referring to the bill before Congress—subject, "To increase the number of midshipmen at the Naval Academy"—it is recommended that this bill be favorably considered, for the following reasons:

At present there are allowed four appointments for each Congressman and Senator, one of which, however, is temporary only. The present bill increases this number to five for each Congressman and Senator and makes this number permanent. If this bill passes, the total authorized quota for the Naval Academy will be as follows:

| | |
|---|---|
| 5 for each Senator (96 Senators) | 480 |
| 5 for each Representative (435 Representatives) | 2,175 |
| 5 for each Delegate (2 Delegates) | 10 |
| 2 from the District of Columbia | 2 |
| 1 from Porto Rico | 1 |
| 15 each year at large by the President | 60 |
| 100 each year from the enlisted personnel | 400 |
| Total | 3,128 |

Judging by past performances, it is estimated that if the proposed bill passes Congress there will be at the academy about 2,200 midshipmen. This is assuming that we have the same percentage of failures from mental and physical causes in the future as we have had in the past. The Naval Academy, after the 1st of October, 1918, will be able to accommodate 2,000 midshipmen in Bancroft Hall and in the Marine barracks, and when the present authorized addition to Bancroft Hall is completed the academy will be able to accommodate 2,300 midshipmen. The bureau believes that it is necessary to have under instruction at the academy as many midshipmen as can possibly be accommodated. If the war should end to-morrow and the Navy returned to a peace basis, we would be short 1,326 line officers in the permanent establishment. If the permanent establishment is increased, as is absolutely necessary and recommended by the bureau, we will be short 3,446 line officers. By keeping the academy filled to its limit, and assuming that we graduate the usual per-

certage of midshipmen at the end of four years from now, when the first class is graduated, which feels the effect of the increase in the number of midshipmen, we should graduate about 385 officers. Of this number approximately 325 will be available for the line establishment of the Navy, the others being detailed to the Marine Corps, Pay Corps, Construction Corps, etc. If we assume the number of casualties each year, due to deaths, resignations, and retirements, at 75, we will get a net increase in the Navy each year of 250 officers. At this rate it would take more than nine years—that is, four years before the increase is felt and five years afterwards—before the present permanent establishment is filled; and if the permanent force is increased, as has been recommended and should be done, it will take about 18 years to fill vacancies in the permanent establishment.

Aside from the urgent need of the Regular Establishment at this time, the bureau believes that it is good policy to keep the Naval Academy filled, because it is always easy enough to discharge surplus graduates to civil life, where they will form an excellent reserve, which can be utilized in times of emergency. The needs of the Navy would have been much easier met in the present emergency had we been able to call upon a large reserve from civil life who had received their education at the Naval Academy.

Congress has appropriated money for a large increase in several buildings at the Naval Academy, including Bancroft Hall, which is the midshipmen's dormitory. The added expense of keeping these buildings filled will not be great, and it certainly seems a wise move from every point of view.

The CHAIRMAN. Mr. Secretary, we will now take up the bill H. R. 6982, to authorize and empower the Secretary of the Navy to enter into and contract for the construction of a line of railway from a point in the District of Columbia to Indianhead, Md. I should like to invite your attention, Mr. Secretary, to a suggestion. In lines 6 and 7 it says "from the point at or in the vicinity of Bennings, District of Columbia, to Indianhead, Md." Suppose we should strike out the words "from the point at or in the vicinity of Bennings, District of Columbia, to Indianhead," and say "from a point in the District of Columbia to Indianhead, Md.," and leave it open for you to select and designate hereafter, upon mature investigation, such point. Would that be advisable?

Secretary DANIELS. I think that would be an improvement.

The CHAIRMAN. I introduced the bill as sent to me; but it has occurred to me that perhaps it might be well to have it to start in some point in the District of Columbia without designating by legislation the precise point from which it was to start.

The SECRETARY. Yes; there is a plan on foot by gentlemen who have a charter to build a railroad from Washington via Indianhead to Newport News. Before the war began they had secured permission to build the railroad across the river—the War Department and Congress had given them permission to cross the Potomac. That would give a direct route from Washington via Indianhead to Newport News of the greatest value to the Army and to the Navy. They were prepared to build this road. Indianhead is our powder factory and proving ground. Now, everything that goes to Indianhead has to be delivered at the Washington Navy Yard and transported by tugs and carried on the river. In the winter sometimes the river freezes and it is very difficult. Just at this time it is almost impossible to secure enough barges, enough shipping, to deliver promptly this heavy freight. We take the armor plate there to test it and we test all our guns there. It is very heavy freight. Moreover, we find it difficult to secure the best skilled men at Indianhead because there is no transportation except by water, and a railroad

from here to Indianhead would be of great value to us. These gentlemen now propose that they will not wait to build the whole railroad; but they will build the railroad from Washington to Indianhead, if the Government will advance them $360,000, which will be accepted for that amount in transportation. It is a proposition that I ordinarily would not consider or recommend, but in the present stress of affairs, I think it is a very wise thing to do.

Mr. VINSON. What is the distance by rail?

Secretary DANIELS. 22½ miles.

Mr. VINSON. What is the distance by water?

Admiral EARLE. About the same—22 miles.

Mr. CONNELLY. Have you ascertained, Mr. Secretary, how much this road will cost?

Secretary DANIELS. It is estimated that it will cost about $700,000 to build this road.

Mr. CONNELLY. That is, without the rolling stock?

Secretary DANIELS. Yes.

Mr. CONNELLY. Just at this time there is a good deal of talk about the Government taking charge of the railroads, and I wondered if you had given the matter of the Government building this road any consideration?

Secretary DANIELS. I would much prefer to do that.

Mr. CONNELLY. I would much prefer to vote for that proposition.

Secretary DANIELS. I had thought about bringing that matter to the attention of the committee for consideration; that is, whether it would be wiser to pay this $360,000, to be returned in freight, or whether the Navy Department should not build this road. It is a short road; it is a war measure. When the war was over we could sell it to the company which wishes to build. There are many reasons why it would be better to build it.

Mr. VINSON. The activities at Indianhead have to be utilized in peace time as well as in war?

Secretary DANIELS. Yes.

Mr. HICKS. If it will cost $700,000 to build the road, how much will it cost to equip it in order to carry the supplies?

Secretary DANIELS. I do not know. I have made no estimate.

Admiral EARLE. The Pennsylvania Railroad would run their cars right on these tracks.

The CHAIRMAN. What about the local transportation from the navy yard?

Admiral EARLE. The local transportation in the yard—we have engines for that work now.

The CHAIRMAN. I understand, but I am speaking of transportation from the navy yard to Indianhead. There is a great deal of business between those two yards—between the Washington Navy Yard and Indianhead. What about your connections and terminals here in Washington?

Secretary DANIELS. I suggest, Mr. Chairman, that you do not act on this bill to-day, and let us secure all of the data as to cost of the road and the cost of equipment we would need and bring it before you next week.

The CHAIRMAN. Very well.

Mr. ESTOPINAL. I think that would be better.

Mr. LITTLEPAGE. It seems to me, Mr. Chairman, since the road is to be used by the Army and Navy, and a good many people believe in public ownership, and we will have to advance this money, and the road is a necessity, that the Government should build it and own it.

The CHAIRMAN. We will discuss that matter when we have secured all of the facts and circumstances.

There is another thing I would like to call your attention to, Mr. Secretary. We have some Army reservations, etc., and I should like for you, in considering the proposition, to consider it in connection with the Army needs and the military necessities down there.

Admiral EARLE. We have done that. We have thought of this matter carefully for about three years.

The CHAIRMAN. In the information which you will give us, I want you to have that in mind.

Admiral EARLE. Yes, sir. We have the location of the road here.

The CHAIRMAN. I should like for you to have in mind the advantages and service that it would perform for the Army as well as for the Navy.

Secretary DANIELS. Yes.

The CHAIRMAN. Mr. Secretary, I want to call your attention to the bill H. R. 6975, to authorize and empower officers and enlisted men of the Navy and Marine Corps to serve under the Government of the Dominican Republic, and for other purposes. We have legislation similar to this with reference to Haiti?

Secretary DANIELS. Yes. Admiral Knapp, who is in charge for the Government of the American interests in Haiti and Santo Domingo, recommends that the same legislation be enacted for Santo Domingo that was enacted for Haiti.

The CHAIRMAN. Is it the same legislation as for Haiti?

Secretary DANIELS. Yes.

The CHAIRMAN. We had a treaty with Haiti and the legislation that we have for Haiti was pursuant to that treaty. Have we any treaty relations with Santo Domingo?

Secretary DANIELS. I think not. Mr. Chairman, this action is based upon the recommendation of the State Department as well as the Navy Department.

The CHAIRMAN. We have a treaty with the Dominican Republic under Mr. Roosevelt's administration, in 1907, I believe it was, and it is pursuant to that treaty that we took possession of the Dominican Government down there and we are holding possession of it now under and by virtue of the treaty of 1907, if I remember that date.

Would that treaty be broad enough so that we could operate under this legislation?

Secretary DANIELS. Yes. I believe that it would be broad enough for you to operate under this legislation. This treaty refers to the collection of customs, and article 2 of the treaty distinctly states that the United States is obligated to supply adequate protection for the collection of customs.

Mr. HENSLEY. Mr. Secretary, do you think it is a good plan for these men to receive pay from two sources?

Secretary DANIELS. Ordinarily I would say no; but in this particular case the officers detailed for this duty are ordered into an organi-

zation of the San Domingan Government, and fill only temporarily the positions that they occupy. As the San Domingan becomes capable of replacing these officers after training they are withdrawn without disrupting the organization in any way or the moneys appropriated therefor.

Mr. HENSLEY. Is there not some way in which the money could be covered into the Treasury and all of it paid to the officers as from this Government?

Secretary DANIELS. I do not think so.

Mr. HENSLEY. I do not know that there is; but it seems to me that if there could be some way to work it it would look better.

Secretary DANIELS. I do not know that it would look any better.

Mr. HENSLEY. Under the system there, of course, no one can complain; but it might be enlarged so that we can imagine a situation where there would be two masters, so to speak.

Secretary DANIELS. If it were a permanent system, possibly; but it is a temporary system. It is working well in Haiti.

Mr. HENSLEY. But precedents, you know, have a tremendous influence.

Secretary DANIELS. We have at Santo Domingo, as the representative of our Government, Admiral Knapp.

Mr. HENSLEY. A very efficient officer in every respect.

Secretary DANIELS. Yes; and whose judgment I would follow almost without question, and for a year he has been insisting that this is the plan we should pursue there in order to secure peace and sanitation.

Mr. HENSLEY. I have not any doubt of that; it is just a question of principle that is involved.

Mr. CONNELLY. Is it submitted to you finally before the matter of pay is received from that Government?

Secretary DANIELS. The act of Congress must authorize the President to do so, otherwise he could not do it.

Mr. FARR. It is working all right in Haiti?

Secretary DANIELS. Yes. There has been a wonderful improvement. The health has improved. The marines have built roads. We have engineers there extending sanitation and it is peaceful and quiet. At one time we had in Haiti, perhaps, 3,000 marines. Now, we have only 500.

Mr. FARR. I have understood that the women pray at their religious shrines that they may be captured by the marines.

Secretary DANIELS. Undoubtedly. It is wonderful what they have accomplished there. Admiral Knapp thinks that the same thing should be done in Santo Domingo and the State Department recommends it.

The CHAIRMAN. You have a recommendation from the State Department?

Secretary DANIELS. Yes.

The CHAIRMAN. Please place it in the record.

Secretary DANIELS. Very well.

NAVY DEPARTMENT,
*Washington, March 10, 1917.*

SIR: The formation of the "Guardia Nacional" for the Republic of San Domingo is of prime importance at the present time. No steps have been taken so far to inaugurate this organization, and it is considered that it should be done as soon as possible.

While it is not the desire of this department to permanently detail any United States marines for this work, it is believed that by the immediate establishment of the "Guardia Nacional" and upon the perfection of that organization a great many of the marines now on duty in that Republic under the military organization could be released.

The annual Dominican budget contains the sum of approximately $763,955 for the duties which will be performed by the "Guardia Nacional."

In order to expedite the formation it is submitted for your comment and approval that the military governor of the Republic of San Domingo be authorized to start the organization and that a limit of the amount above stated be placed upon the yearly expenditure.

Yours, sincerely,

JOSEPHUS DANIELS.

The SECRETARY OF STATE.

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MARCH 14, 1917.

The SECRETARY OF THE NAVY.

SIR: I have the honor to acknowledge the receipt of your communication of March 10, 1917, regarding the formation of a Guardia Nacional for the Republic of Santo Domingo.

I note you state that it is not the desire of your department to permanently detail any United States marines for this work and that it is believed that the immediate establishment of a Guardia Nacional and the perfection of such an organization would permit the release of a great many of the marines now on duty in Santo Domingo, and, further, that the Dominican budget contains the sum of approximately $763,955 for the duties which will be performed by the Guardia Nacional.

In reply to your inquiry as to the position of the Department of State in this regard, I beg to advise you that this department approves of this plan and feels that the military government of the Dominical Republic should be authorized to start this organization at the earliest possible moment, with the limit of the amount above stated as the annual expenditure of this body.

I have the honor to be, sir,

Your obedient servant,

ROBERT LANSING.

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NAVY DEPARTMENT,
*Washington, March 16, 1917.*

SIR: This department notes that the State Department concurs in and approves the recommendation that the Military Governor of the Dominican Republic be authorized to start the organization of the Guardia Nacinal at the earliest moment, with the limit of expenditure of approximately $763,955 annually.

This authorization was this date transmitted by cable to the Military Governor at Santo Domingo City, Santo Domingo.

Yours, sincerely,

JOSEPHUS DANIELS.

The SECRETARY OF STATE.

The CHAIRMAN. Please place in the record the statement from Admiral Knapp and also the recommendation of the State Department.

Secretary DANIELS. That is what I would be glad to do.

The CHAIRMAN. Is there anything further that you desire to present to the committee with reference to this bill, Mr. Secretary?

Secretary DANIELS. No.

Mr. HICKS. I wish to make this personal allusion, having just returned from the front on the other side: It is a matter of great satisfaction—I think, congratulation—that the Navy of the United States is doing such splendid work over there. Everybody speaks most highly of the splendid organization and efficiency of the American Navy in the foreign waters. I want that to be known to the committee.

Secretary DANIELS. I am very glad to hear that, Mr. Hicks. Your first-hand information confirms all we have received from other quarters.

Mr. BRITTEN. Mr. Secretary, how many marines have we in Haiti now?

Secretary DANIELS. Five hundred.

Mr. BRITTEN. My impression is that you have two brigadier generals, and I was wondering why it was necessary to have two such ranking officers with so few men?

Secretary DANIELS. In Santo Domingo we have about 1,600 marines, with Gen. Pendleton in command. As Haiti is so widely separated from Santo Domingo, due entirely to the lack of transportation, it was deemed best to retain Gen. Cole in Haiti in order that the affairs of that Government might be placed in the hands of a responsible officer. Both Gens. Cole and Pendleton are under Admiral Knapp. Gen. Cole has since been detached and is now in the United States, leaving only Gen. Pendleton in Santo Domingo and Col. Russell in command of the marines in Haiti.

The CHAIRMAN. Gen. Coles was the only general there when we were there in the summer.

Mr. OLIVER. He is not there now.

Mr. BRITTEN. Is not Butler there?

The CHAIRMAN. He is only a colonel in the Marine Corps. In the Haitian Constabulary he is the ranking general. They call him general down there in their constabulary, but he is a colonel in the Marine Corps of the United States.

Secretary DANIELS. He has done very excellent work.

The CHAIRMAN. He is a splendid officer. They all bear testimony to his good work.

Secretary DANIELS. He is one of the best marine officers we have.

The CHAIRMAN. He seems peculiarly fitted for that work as he was in Panama. I had the pleasure of seeing him both in Panama and there.

Mr. BRITTEN. Where is Gen. Waller now?

Secretary DANIELS. He is at Philadelphia. The marine headquarters in Philadelphia is the largest and most important marine station, and Gen. Waller is in charge.

Mr. BRITTEN. He is a very able fellow?

Secretary DANIELS. Yes, sir; an able officer.

The CHAIRMAN. Mr. Secretary, we are very much obliged to you.

(Thereupon, the committee adjourned.)

[No. 2.]

## HOUSE OF REPRESENTATIVES,
### Subcommittee of Committee on Naval Affairs for Investigation of Conduct and Administration of Naval Affairs,

December 19, 1917.

The committee met at 11 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. Gentlemen of the committee, I asked Capt. Watts, the Judge Advocate General, to come up this morning for the purpose of having him tell the committee the general status of the personnel of the Navy in regard to discipline, questions of desertion, and punishments, and along that line. Later on I though we would have Mr. Osborne, who is the head of the New Hampshire Prison, come before us.

Capt. Watts, I will ask you to state to the committee in your own way the status of the personnel, with reference to discipline, in the Navy and the general morale, as it appears from your viewpoint, in regard to the question of desertions, and all about that. Just give us a general statement as to that.

### STATEMENT OF CAPT. WILLIAM C. WATTS, JUDGE ADVOCATE GENERAL, UNITED STATES NAVY.

Capt. WATTS. Generally speaking, considering all the changed conditions since the committee last had information on this subject, I believe conditions regarding discipline and morale in the Navy to-day may be said to be thoroughly satisfactory. As a preface to any considerations of this question, it must be realized that under naval jurisdiction to-day there are approximately 262,000 men, as compared with about 72,000 immediately before the outbreak of the war. The number of officers has increased from about 4,600 to about 14,500. Thus, having regard particularly to the enlisted men, it is seen that the figures are nearly quadrupled. The total number of trials by general court-martial for the more serious offenses has approximately doubled apparently over the figures for the former reduced number.

There were in the entire fiscal year 1917, 1,875 trials by general court-martial, and since the beginning of the present fiscal year up to the present date there have been 1,854. So that for the period of practically six months just passed the figures are almost identical with that for the whole fiscal year of 1917, the personnel of the Navy, being four times as large.

It should be realized that in time of war there are many more offenses tried by general court-martial than the lower forms of courts, all offenses taking on a more serious character.

Mr. OLIVER. Did any of the fiscal year you spoke of—the fiscal year 1917—include the period of the war?

Capt. WATTS. Yes, sir; the first three months of the war.

Mr. OLIVER. To what extent had the Navy increased in personnel during that first three months?

Capt. WATTS. On July 1, 1917, there were approximately 203,000 men under naval jurisdiction, the very great majority of whom were still at the training stations and had been enlisted or enrolled in the previous six weeks, really.

These total figures include, of course, the Naval Reserve Force, with its various branches, the National Naval Volunteers, the Coast Guard, and those portions of the Lighthouse Service and Coast and Geodetic Survey that have been turned over to the Navy Department.

In view of the fact that more offenses are tried by general courts-martial now than in the past, it is a natural sequel that the number of summary courts-martial has been lessened and results are very reassuring in that respect, being about 50 per cent less for the past six months than for the fiscal year previous.

With regard to the still lower form of court, the deck court, there have been approximately 4,900 cases during the past six months, as compared with 6,000 during the whole preceding year—the deck court trying minor offenses against interior discipline aboard ship, in most cases.

Mr. OLIVER. In that connection, what is the present ruling of the department with reference to granting deck trials for women yeomen?

Capt. WATTS. It is contrary to the policy of the department to try them, sir.

Mr. OLIVER. I happen to have had brought to my attention perhaps one of the first cases. It was very unfortunate that a young lady should have been sent across the city with a strange man to undergo a deck trial, without being given any notice whatever; and my understanding is that as soon as the matter was brought to the attention of the department they corrected it.

Capt. WATTS. Yes. Have you reference to a case that has been recently before the department?

Mr. OLIVER. Yes.

Capt. WATTS. The proceedings were set aside.

Mr. OLIVER. I understood so, and was pleased to learn they had felt that the department, when its attention was called to the matter, would correct such methods, which I think in the case referred to had been inspired by a little personal animus.

Capt. WATTS. Instructions have been issued to commandants of naval stations that they will handle any derelictions on the part of female yeomen as they would were they under civil service rules.

Mr. OLIVER. I felt that would be the attitude of the department with reference to the matter.

Capt. WATTS. With regard to the number of men committed to naval prisons since the state of war has existed, it is found that there are approximately now three times as many naval prisoners as there were at the outbreak of war. This condition has caused a rather serious congestion at the naval prisons in existence at the time, and temporary means have been taken to increase their capacity, and a small temporary building has been erected at Paris Island, where small numbers of prisoners had previously been confined. The situation is becoming more serious all the time, and further means must be taken to provide facilities for confining these men.

The CHAIRMAN. How many prisoners have you and how are they distributed?

Capt. WATTS. There are at present about 1,650 naval prisoners, distributed, approximately, as follows: 1,250 at Portsmouth, N. H.; 205 at Paris Island; 120 at Mare Island; 24 at Cavite, P. I.; and 63 in State institutions. The maximum capacity at Portsmouth, with the temporary expedients we have made, is approximately 1,540, so that it will be seen that some immediate measures are most necessary; else a dangerous condition of crowding will exist, or the equally unfortunate necessity of discharging men before they have served an adequate sentence for the mere purpose of making room for others.

Mr. PETERS. Under what conditions can you use State institutions for the confinement of prisoners?

Capt. WATTS. The State institutions are willing to take small numbers of men from the Navy Department. I have been in touch with the State institutions which we now use—the California State Prison, the Connecticut State Prison, and the New Hampshire State Prison—and it is probable we could place perhaps 80 additional men in these institutions.

Mr. VENABLE. What is the character of work you give to them when you place them in State institutions?

Capt. WATTS. They are placed in exactly the same status as State prisoners. They perform whatever hard labor is prescribed for individuals in that prison.

Mr. BUTLER. Did the captain make a comparison of the number of prisoners now and, say, last year and the year before?

The CHAIRMAN. About three times as many, he stated.

Mr. BUTLER. I understand that increase occurs largely because of the expansion of the Navy?

Capt. WATTS. Yes, sir.

Mr. BUTLER. Crime is not any greater; that is not spreading any more among the men?

Capt. WATTS. No. The proportion is substantially less.

Mr. BUTLER. I only wanted to relieve my mind on that.

Mr. OLIVER. What is the principal offense of those people—desertion?

Capt. WATTS. Desertion or absence over or without leave will account for probably 70 per cent of the prisoners.

Mr. PETERS. I suppose you have a table showing the different offenses, have you not?

Capt. WATTS. Yes, sir.

The CHAIRMAN. You can put that in the hearing.

Capt. WATTS. Since the outbreak of the war there have been 1,261 convictions of desertion or absence without leave or absence over leave.

Mr. RIORDAN. Before the outbreak of the war, was it customary to court-martial a man for absence in overstaying his leave?

Capt. WATTS. It was always customary to court-martial the men in such cases. Frequently for the less serious offenses they were tried by summary court-martial.

Mr. RIORDAN. That is what I mean. Wasn't that the usual procedure for men overstaying their leave for a short time?

Capt. WATTS. Yes, sir.

Mr. RIORDAN. But now it is a regular court-martial for overstaying any time, no matter how short it is?

Capt. WATTS. Up to about 36 hours is the approximate standard adopted beyond which a general court-martial is awarded.

Mr. RIORDAN. I have a case in mind where the man was only absent for 12 hours and was tried by court-martial.

Mr. LITTLEPAGE. What did they do with him?

Mr. RIORDAN. Gave him two years in prison.

Capt. WATTS. I was referring to 36 hours' absence over leave. Absence without leave is regarded more seriously.

The CHAIRMAN. Are not all these offenses regarded more seriously since the outbreak of war than they were before the outbreak of war?

Capt. WATTS. Yes, sir; and the Navy Department and the different commanders in chief have taken unusual pains to explain to the men that all offenses acquire a more serious character, the Navy Department having finally felt it desirable to issue a general order explaining specifically the added seriousness of offenses in time of war and requiring that this order be explained to every man who is in the Navy and every man joining the Navy; and, furthermore, that it be repeatedly brought to their attention in order that it may be constantly in their minds.

The CHAIRMAN. Mr. Riordan mentioned a case of a man absent 12 hours.

Mr. RIORDAN. Without leave.

The CHAIRMAN. Absent without leave—and was given two years. What case was that; do you know?

Mr. RIORDAN. It was the case of a man named Crisafulli, and I think the committee ought to know some of the facts. There was a young chap named Crisafulli who was on one of the transports and who had made three trips to Europe and back. I have not the facts with me, but I know them well enough to recite them substantially. They put into Philadelphia. He was rated for liberty. He applied for his liberty, which was denied him by the executive officer without any reason being given him, and he walked off the ship and went to New York and was gone 12 hours, which was as fast as he could do—to go and get back in 6 hours, 3 hours each way. He was tried by court-martial. He was 11 hours and 58 minutes off the ship altogether. And he was tried by court-martial when he was entitled to liberty and, for no reason advanced, refused it; and they sentenced him to two years.

Mr. BUTLER. Did you say the man was entitled to liberty?

Mr. RIORDAN. Yes; he was rated for liberty, and the executive officer, without assigning any reason under heaven, denied him his liberty. And regardless of the advice of everybody he pleaded guilty, made his statement—and there is not a denial in the record of its truthfulness—and was brutally punished by being given two years in prison.

Mr. PETERS. Are the executive officers required to give a reason?

Capt. WATTS. No, sir.

Mr. BRITTEN. What was the boy's previous record?

Mr. RIORDAN. He had not had a charge of any kind against him.

Mr. PETERS. Don't you think he should have been punished?

Mr. RIORDAN. Yes, sir; but everybody in the Navy, except Capt. Watts, while they all think he should have been punished, they do not agree with the finding of the court martial giving him two years in prison; and especially when a couple of days before, or a couple of months before, a man who deserted and got three years in prison, had his sentence reduced to 18 months. Sure I think he ought to be punished. I think he ought to be severely punished aboard ship in some way, by being deprived of his privileges and things of that kind.

Mr. PETERS. It is a pretty serious thing to disobey orders in time of war.

Mr. OLIVER. And especially in the face of the refusal of leave by his commanding officer. It seems to me it would be a pretty serious thing—you would destroy absolutely all discipline in the Navy if you were to look with too much leniency on an offense of that kind.

Mr. RIORDAN. I do not think this committee nor anybody else can justify that punishment for his crime.

Mr. OLIVER. It may be that the punishment is extreme; and I imagine that matter will be considered later on by the proper official. But I can understand how the Navy can not look with any degree of leniency on a party who violates the positive orders of his commanding officer in time of war.

Mr. RIORDAN. He was only human, a young man who joined the Navy and who was subject to everything a young boy would do, subject to all the pranks of young boys with the red blood of boyhood in them, subject to all the mischief young boys have in them. You might as well say a young boy who runs out of boarding school should be sent to a reform school; it is the same thing.

Mr. BRITTEN. Does the report show why he visited New York?

Mr. RIORDAN. Yes; he went to New York to visit his wife and little baby of nine months.

Mr. PETERS. Have you a report of the executive officer?

Mr. RIORDAN. No, sir; he wasn't called because the boy pleaded guilty and told the truth about the crime the minute he was charged with it.

Mr. BRITTEN. I should say the penalty and punishment was pretty severe. for a young boy to be thrown in the penitentiary for two years for an absence of twelve hours.

Mr. LITTLEPAGE. I agree with you.

Capt. WATTS. In the case of Crisafulli, the circumstances were rather aggravated because of the fact that he not only left his ship without permission, but he deliberately left his ship after having asked for permission and been refused permission; which I think the gentleman will agree must have been for some good and sufficient cause in the administration of affairs on the ship. It was not merely a case of men who frequently, in the spirit of a boyish prank, try to slip over the gangway and have a few hours on shore; but it was a deliberate disregard of the orders of the authorities on the ship.

Mr. RIORDAN. When boys go to boarding school or in the Navy or anywhere else, they think they are entitled to certain privileges and they have certain rules and regulations in the Navy about rating for liberty. I believe in times of war things should be stressed: but when a man is rated on the public bulletin board for liberty, if there

is any reason why he should not get that because of a stress of the Navy, I think he is entitled to know it.

The CHAIRMAN. I think I ought to state right there that the officers are not required by law or regulation to give reasons to their men for their orders. That would never do to have a law or regulations requiring officers to assign reasons for their orders.

Capt. WATTS. The record, so far as it is before the Navy Department, does not indicate that the officer was asked to give any reason. From my own familiarity with shipboard conditions, I can not imagine that any officer would refuse to tell why a man might not go ashore. We have the greatest regard for the rights and privileges of the men, and it is most important to the efficiency on the ship that the men should feel they have a square deal. And, in this particular case, had Crisafulli asked for the reason of the executive officer, I feel very satisfied he would have gotten it and that it would have been sufficient from the viewpoint of the authorities, although possibly not to Crisafulli.

Mr. RIORDAN. The record is there. The man pleads guilty, makes his statement, and nothing is said about any part of his statement being untrue and, of course, the executive officer was present and, not being denied, it must have been the truth. Crisafulli says positively that no reason was assigned.

Mr. BRITTEN. Was the executive officer a regular officer of the Navy?

Mr. RIORDAN. I do not know.

Mr. BRITTEN. Do you know, Captain?

Capt. WATTS. I would be afraid to say, positively.

Mr. BRITTEN. He may not have been, if it was on a transport.

Mr. RIORDAN. The *Henderson* was the name of the ship.

Capt. WATTS. Then, I think, certainly he was.

Mr. BUTLER. Does the record show this sailor left the ship without permission?

Capt. WATTS. He left the ship without permission and deliberately after having been refused permission.

Mr. BRITTEN. Does the record show why permission was refused?

Capt. WATTS. It does not. There is nothing in the record, in the way of testimony, except the man's statement. And inasmuch as the man plead guilty, it was not the duty of the Government to introduce any evidence at all.

Mr. ESTOPINAL. Was it a fact that his name was listed for liberty?

Capt. WATTS. According to his statement; yes, sir.

Mr. BUTLER. Suppose the ship was going to sail in three hours, he could not be told that, and yet he might apply for permission and be told he could not go. Do you think he ought to be told the ship was going to leave, or told he could not go?

Mr. RIORDAN. No; I don't think he ought to be told the ship was going to leave; but I say now the executive officer should have said "There is a reason." I know what these officers are, from my own experience—they are a pretty arrogant set of fellows.

Capt. WATTS. I would like just to add a word with regard to the status of these men in prison. In this case and all others, except those convicted of desertion in time of war, in which case restoration to duty is barred by the Revised Statutes, the fullest opportunity is given those men to rehabiliate themselves. They are given military

training at the prison and encouraged in every possible way to show a desire to regain their good standing in the service at large, and a great number are thus being restored well ahead of the expiration of their original sentences. So that, when a man is sentenced to 2 years or to 18 months' imprisonment, it is merely an indeterminate sentence in the fullest meaning of the word, which, in the majority of cases, is very materially lessened.

Mr. BRITTEN. Why do you say "indeterminate," when it is a two years' sentence?

The CHAIRMAN. He has just explained because the practice is to reduce it.

Mr. BRITTEN. But it is not indeterminate. Because the practice is for so many days' good behavior to reduce it so many days, or for so many months, and so on, that does not make it indeterminate.

Capt. WATTS. The sentence is not indeterminate; it is positive. The sentence is determinate, but the operation of it is indeterminate.

Mr. BRITTEN. It does not make the operation of it indeterminate, because, for instance, each of those various credits is positive and can be determined in advance.

The CHAIRMAN. That is under the State law; but it is very different under naval law.

Mr. ESTOPINAL. It is discretionary.

Capt. WATTS. Yes, sir.

Mr. BRITTEN. But it is reduced under a specific rule.

Capt. WATTS. For good conduct?

Mr. BRITTEN. Yes.

Capt. WATTS. There is a provision whereby a man, immediately upon entering the prison, gets one-third for good conduct off his punishment. It is determinate to that extent. But the action I am speaking of is based on the report of the commanding officer of the prison that the man has shown a real desire to make good again; and it may be determined, in taking favorable action on those recommendations, to entirely remit the unexpired portion of the sentence. That may be done at the end of three or four months; or, if a man takes longer to build himself up, it may require 14 months. But there is no limit at all to the exercise of that clemency by the department, and it is being invoked in its fullest and most liberal sense at this time.

Mr. BRITTEN. What is the minimum and maximum punishment for crimes at this time?

Capt. WATTS. There are no limitations to punishments in time of war; all limitations are removed.

Mr. BRITTEN. What is it in time of peace?

Capt. WATTS. In time of peace it is rather complicated. I have not the President's limitations before me. It is six months for absence over leave.

Mr. BRITTEN. Suppose you insert that in the record, if you please.

Capt. WATTS. I will send it down.

(The information desired is as follows:)

The limitations of punishment prescribed by the President for absence without leave, absence over leave, and desertion are as follows in time of peace:

Absent from station and duty without leave or after leave has expired:

Officer—Dismissal.

Enlisted man—Confinement for six months and dishonorable discharge.

Desertion (in case of surrender to naval authorities), after 30 days:
Officer—Dismissal.
Enlisted man—Confinement for 18 months and dishonorable discharge.
Desertion (in case of apprehension by or delivery to naval authorities): 1. If less than six months in the service. 2. If more than six months in the service:
Officer—Dismissal and imprisonment for four years.
Enlisted man—1. Confinement for 18 months and dishonorable discharge; 2. Confinement for two and one-half years and dishonorable discharge.
Desertion from a ship about to sail on an extended cruise:
Officer—Dismissal and imprisonment for three years.
Enlisted man—Confinement for three years and dishonorable discharge.
Aiding or enticing others to desert:
Officer—Dismissal and imprisonment for four years.
Enlisted man—Confinement for one year and dishonorable discharge.
Attempting to desert:
Enlisted man—Confinement for six months.

Mr. LITTLEPAGE. Did you pass on this case?

Capt. WATTS. Yes, sir; many times

Mr. LITTLEPAGE. This particular case that the Congressman has brought up?

Capt. WATTS. Yes, sir.

Mr. LITTLEPAGE. And you approve that finding?

Capt. WATTS. Yes, sir.

Mr. LITTLEPAGE. Are you a married man?

Capt. WATTS. Yes, sir.

Mr. LITTLEPAGE. Don't you think it a pretty stiff proposition to put a boy in the penitentiary, even though he acted pretty badly, for going home to see his wife and nine-months-old baby?

Capt. WATTS. No, sir; not when the country is at war I can not so consider it.

Mr. PETERS. And it was contrary to the direct orders at the time.

Mr. RIORDAN. Every time I say something, somebody says I am injecting a case here. The record is short, clear, and concise, and there is nothing before anybody except what is in the record. The boy was brought before the court-martial in the court-martial room; he pleads, and pleads guilty; he is warned not to plead guilty, but insists on pleading guilty, because he is guilty, and he makes a seven or eight line statement of the facts. There is not one of the facts controverted. That is the record and anybody's opinion don't enter into it at all. That is the record; it is a record of only seven or eight lines, and it don't take three minutes to read the whole record.

Mr. ESTOPINAL. But the record shows he went out after an order had been given not to go?

Mr. RIORDAN. Yes, sir; the record shows exactly what the facts are, that he was rated for liberty; that he asked for his liberty; and that it was refused him and that he walked off the ship. That is what it shows. People ask here was he rated for liberty and was he entitled to liberty. He was rated for liberty on the bulletin board. And there is not one of those facts or statements contradicted; not one of them.

The CHAIRMAN. Now, then, turning to another matter: What is the condition with reference to the satisfaction or contentment of the men?

Capt. WATTS. I believe it to be most highly satisfactory, sir. The Navy has expanded very rapidly. The facilities at the training sta-

tions have been very much overtaxed, so that the new men have not had all the advantages of a long period of training that they had in the past, and therefore we have had to contend with greater difficulties aboard ship. But the men are responding to the demands made upon them, which are very arduous, in a very creditable manner; and the sentiment of the officers in the fleet seems to be one of satisfaction with present conditions and future prospects.

Mr. BUTLER. I would like to ask the gentleman some questions about his office. Will that be in order at this time, Mr. Chairman?

The CHAIRMAN. Yes.

Mr. BUTLER. I think we are all very well satisfied with the showing the Navy is making and I am sure the country is very proud of it.

Captain. what is your rank?

Capt. WATTS. My permanent rank is that of commander, sir. I am holding the temporary rank of captain.

Mr. BUTLER. But, as Judge Advocate General of the Navy, what is your rank?

Capt. WATTS. Captain.

Mr. BUTLER. You are—by law?

Capt. WATTS. Yes, sir.

Mr. BUTLER. What is the rank of the Judge Advocate General of the Army?

Capt. WATTS. Major General.

Mr. BUTLER. As you are Judge Advocate General of the Navy, will you tell me any reason, if you know of any, why your rank should be that of captain while the rank of the Judge Advocate General of the Army is that of Major General?

Capt. WATTS. No, sir; I do not know of any. Apart from all personal feeling in the matter, I believe it has been recognized by the department, since the recommendation was made to this committee in the summer of 1916, that the administration of the Navy Department itself, without reference to the War Department, suffered through a lack of rank of the officer holding the office of Judge Advocate General. It is the only office in the Navy Department that has not been elevated since its authorization in 1880, and the incumbent in office constantly suffers by lack of having the same rank of other heads of bureaus and independent offices of the Navy Department.

Mr. BUTLER. Was not the rank of the different bureaus fixed in peace time?

Capt. WATTS. Yes, sir.

Mr. BUTLER. And yours was fixed in peace time?

Capt. WATTS. Yes, sir.

Mr. BUTLER. Not in war time?

Capt. WATTS. No, sir.

Mr. BUTLER. It was the deliberate action of Congress and not rushed or hurried through?

Capt. WATTS. Yes, sir.

Mr. BRITTEN. All other bureau chiefs, with one exception, are rear admirals?

Capt. WATTS. All of the bureau chiefs are rear admirals; there are no exceptions.

Mr. BRITTEN. Your office is not called a bureau?

Capt. WATTS. No, sir; it is an independent office.

Mr. BUTLER. You perform all the legal duties for both the Navy and Marine Corps?

Capt. WATTS. In so far as they have reference to the personnel, sir.

The CHAIRMAN. With your permission, I would like to call the attention of the committee to a matter and ask the captain to explain. In the act approved October 6, 1917, "An act to amend an act entitled 'An act to authorize the establishment of a Bureau of War-Risk Insurance in the Treasury Department,'" the last paragraph in the bill or the last proviso reads:

*And provided*, That brigadier generals of the Army shall hereafter have rank relatively with rear admirals of the lower half of the grade, and hereafter the chief of any existing staff, corps, department, or bureau, except as is otherwise provided for the Chief of Staff, shall have the rank, pay, and allowances of major general.

I would like to have you explain to the committee the full purport and operation and meaning of that legislative provision.

Mr. BUTLER. Before he starts on that will you ask him the authorship for it? I would like to know, if he does know, how it came about.

Capt. WATTS. The first part of this provision which gives the brigadier generals of the Army the relative rank of rear admirals of the Navy is one that has caused great confusion and, in my official opinion, is incompatible with the previous law. The Revised Statutes provide that rear admirals of the Navy shall rank relatively with major generals in the Army. When this was established it was considered that the lower half of the rear admirals should not have the same rate of pay as those of the upper half, and the same distinction in pay has ever since existed between the two halves of the rear admirals. Nevertheless, the question of their rank has never been disputed or questioned, of course, in the face of the direct terms of the law. This new act professes to make brigadier generals of the Army have the relative rank with rear admirals of the Navy, depending, of course, upon priority of commissions in grade; so that the anomaly is presented of a brigadier general of the Army possibly being senior to a rear admiral of the Navy who, in turn, is senior to a major general of the Army—which raises the very troublesome question of whether the brigadier general of the Army in question is not senior to his previously recognized superior, the major general of the Army in question.

As soon as the first draft of the bill was received by the Navy Department, on the Monday morning subsequent to its passage, this paragraph came to my attention, and after studying the question and submitting to the Navy Department a rather long opinion on the legal phase of the question, the matter was referred to the War Department for their consideration and an expression of their views as to a means of overcoming this anomalous condition—since that time no reply has been received. The matter is still pending their views on the subject.

Mr. BUTLER. Can not they get their minds made up on it?

Capt. WATTS. The Navy Department, I feel sure all of us, would be averse to suggesting any recommendation or modification of this law without the knowledge of the War Department and their cooperation in indorsing it. I may add, parenthetically, that no one

in the Navy Department knew anything whatever about this provision before it was inserted. It is a matter of great disappointment to me personally, after trying to have something ready by the time Congress met, to find myself now unable to express any joint view of the two departments on the subject.

The CHAIRMAN. The view I wanted you to express and to explain to the committee fully, was the details of the practical operations of this legislation.

Capt. WATTS. The confusion that might result would be that in joint operations uncertainty might exist as to who was in supreme command. Each department would look to its senior officer present to exercise command in accordance with the old tenets of the law. And where this law apparently admits of a three-cornered ambuiguity, it is readily possible that two officers, each feeling that he had the same right to command, might resist efforts on the part of the other in issuing orders, and a very serious disaster might result. This is not probable, I would say, but thoroughly possible, and no man can tell when the condition may arise or under what circumstances it might present itself, when in time of war the two services are cooperating, of course, far more than in time of peace and with far graver consequences depending on the success of their efforts.

The CHAIRMAN. I am going to ask you, by way of repetition, to elaborate and explain fully, so that we can get it clearly in our minds how this conflict comes up. You stated it in the beginning, but it will bear elaboration and repeating in the record.

Capt. WATTS. Yes, sir. If the most recent law is given its full effect, it will be seen that a brigadier general in the Army may have seniority over a rear admiral of the Navy with an earlier date of commission. The rear admiral in question may likewise be senior to a major general of the Army by the former Revised Statute which can not be considered as revoked, the major general in question having undoubted seniority, so far as the Army order of precedence is concerned, over the brigadier general first considered.

The question arises in such a case whether the brigadier general, who might control the activities of the rear admiral, could likewise control the activities of the major general; or whether the major general should be supreme over both the rear admiral and the brigadier general; or whether the rear admiral should be supreme.

The CHAIRMAN. That states the confliction. Now, I would like to have you explain how it is possible for the brigadier general to outrank a rear admiral who has an earlier date of commission.

Capt. WATTS. A major general, for example, who was commissioned on the 1st of August last would be junior to all of our rear admirals commissioned prior to that time. A brigadier general who was commissioned, for example, the 1st of last January would be senior to a rear admiral commissioned the 1st of last March; yet the rear admiral would be senior to the major general commissioned in August.

Mr. BRITTEN. There is no question, however, about the major general being senior to the brigadier general in matters applying to the Army proper, is there?

Capt. WATTS. I have no doubt of that, that he is, sir. I think no one could question that, sir.

Mr. BRITTEN. Just in what character of an operation would the rear admiral be senior to the major general?

Capt. WATTS. In any joint operation in which they were——

Mr. BRITTEN. Joint military operation?

Capt. WATTS. Yes, sir; in which they were both participants.

Mr. BRITTEN. When you refer to "major general," you are referring to a major general who has been made from the ranks or otherwise, or from civil life, who was junior to the brigadier general in question in the line, are you not?

Capt. WATTS. No, sir.

Mr. BRITTEN. Who was prior to his having been made major general. He must have been junior to the brigadier general; otherwise he would have been senior right through the line.

Capt. WATTS. No, sir; the dates of commission in an existing grade is what determine seniority with reference to the sister service. What the major general's commission may have dated when he was brigadier is not carried forward into his relationship with the Navy. After getting his new commission as major general, that is controlling with reference to the rank of rear admiral.

Mr. BRITTEN. Yes; I see that. He may have been selected, say, from the brigadier general class?

Capt. WATTS. Yes, sir.

Mr. BRITTEN. While he was junior to the brigadier general we are talking about?

Capt. WATTS. Yes——

Mr. BRITTEN. And might then just continue the seniority?

Capt. WATTS. So far as that brigadier is concerned; yes. But that brigadier might, in turn, be senior to the rear admiral, who, in turn, was senior to the major general.

Mr. BUTLER. May I ask Capt. Watts a question or two? Please consider, now, we are about to have a joint operation, prior to the passage of the act to which the chairman called your attention, a joint operation. There is a brigadier general in command of the land forces, or the army, and a rear admiral in command of the naval forces. Which one of those officer would have been in supreme command?

Capt. WATTS. The rear admiral.

Mr. BUTLER. That was unquestioned?

Capt. WATTS. That was unquestioned.

Mr. BUTLER. Suppose a major general would have been in command?

Capt. WATTS. The major general, if of earlier date of commission.

Mr. BUTLER. The major general would have been in command?

Capt. WATTS. Yes, sir.

Mr. BUTLER. There could not have been any question?

Capt. WATTS. No, sir.

Mr. BUTLER. And this recent act puts all that in confusion?

Capt. WATTS. Yes, sir.

Mr. ESTOPINAL. What was the object to be obtained by this, may I ask?

Capt. WATTS. It appears to either elevate the status of brigadier generals of the Army or to pull down the position of rear admirals of the Navy. Which of those interpretations would be most ac-

ceptable is difficult to tell, inasmuch as it would probably have different consideration from the different services.

The CHAIRMAN. I suggest and ask the captain that the matter submitted to the War Department for a suggestion or opinion as to how this might be adjusted and coordinated be pursued and that the committee be furnished, if you can get it later, with suggestions that meet the approval of the two service; and let us see if that matter can not be harmonized and adjusted so that this confusion and possible conflict may not arise.

Capt. WATTS. Yes, sir; that is our great desire, to have a mutually satisfactory suggestion to submit, sir.

The CHAIRMAN. Is there any other question any member of the committee desires to ask? If there are no other questions, the committee will stand adjourned.

(Thereupon, at 12.05 o'clock p. m., the hearing was adjourned.)

[No. 3.]

**COMMITTEE ON NAVAL AFFAIRS,**
**HOUSE OF REPRESENTATIVES,**
**Washington, D. C., January 17, 1918.**

The committee met at 10.30 o'clock a. m., Hon. L. P. Padgett (chairman), presiding.

The CHAIRMAN. If the committee will come to order, I think we might proceed.

Gentlemen, we have with us this morning Admiral Palmer, Chief of the Bureau of Navigation.

## STATEMENT OF REAR ADMIRAL LEIGH C. PALMER, CHIEF BUREAU OF NAVIGATION, DEPARTMENT OF THE NAVY.

The CHAIRMAN. Turn to page 12, Bureau of Navigation, "Transportation." I would make a suggestion that we would take up the estimates as they are submitted and the appropriations, and after we have finished with the appropriations and the estimates, that we would then take up such suggestions as may be offered with reference to legislation, so as to separate all appropriations from discussions of legislation and proceed with it in that way. Admiral, I notice that the "Bureau of Navigation, transportation," is the same until you reach line 2 on page 13, and you have some new language there, "Transportation of civilian officers and crews of naval auxiliaries." Will you please explain that to us?

Admiral PALMER. That was put in so we could allow for our transportation an amount sufficient to cover the transportation of those officers and crews who now have to be sent over land or by steamer to join their ships. That will be a very small amount in proportion, but it is to include all in this one appropriation.

The CHAIRMAN. Then further down you have some new language:

> Expenses of recruiting for the naval service, rent of rendezvous, and expenses of maintaining the same; such as rental, maintenance, operation, exchange and repair of motor-propelled passenger-carrying vehicles for official use, advertising for and obtaining men and apprentice seamen, actual and necessary expenses in lieu of mileage to officers on duty with traveling recruiting parties.

Explain that.

Admiral PALMER. We came to an agreement in the department to put these two items of transportation and recruiting under one head, so that we would have more leeway in making use of the total amount; that is, if we had a little over on transportation and under on recruiting at the end of the year we could shift from one to the other.

Mr. HICKS. May I ask what has publicity cost per recruit in your advertising, etc? Have you figured that out?

Admiral PALMER. We have not been able to figure that out, how much it costs, on account of the way the recruits have come in. The expenses vary in different districts. I can get you the average amount and give you that for a certain stated time, say for the past six months or the past year.

Mr. BUTLER. Has Admiral Palmer told us whether he has fully recruited?

The CHAIRMAN. No; we had just commenced, with one or two questions only.

If I understand you, then, in this language you have consolidated these separate appropriations for recruiting—and what was the other one?

Admiral PALMER. And transportation.

The CHAIRMAN. And transportation, so as to make them interchangeable.

Admiral PALMER. Yes, sir.

Mr. BRITTEN. What are the increases that involve this $4,000,000?

Admiral PALMER. Increase of about $250,000 over the last year. You will notice the last item about $4,850,000 was appropriated last year, and this year we have estimated for $5,100,000.

Mr. BRITTEN. On page 13, which I have before me, the amount, $1,060,524, is scratched out, indicating that that was the amount carried in last year's bill, and an amount of $1,500,000 is substituted.

The CHAIRMAN. If you will look, however, in the margin, you will see that last year there were supplemental appropriations for deficiencies, under the act of June 15, 1917, of $1,659,325, and October 6, 1917, of $700,000, to be added to the original act. After the outbreak of the war the supplemental deficiencies were carried.

Mr. HICKS. Is there any provision made for allowance to officers en route to their stations? For instance, I conceive this possibility: An officer might be assigned to foreign duty. He arrives at New York and has to wait there two weeks before he can go aboard a ship. Is there any allowance made for his board in that interim?

Admiral PALMER. No, sir; unless he has orders to wait at that place, when he can get such expenses, amounting to about $5 a day. But very often we have officers that are sent to a certain point to take a ship on a certain day, and if the ship does not arrive they lose out, but generally we try to cover that by orders which will permit them to get expenses during the period they are waiting for transportation.

Mr. HICKS. But there is considerable loss to men on account of that delay?

Admiral PALMER. I do not think it amounts to very much.

The CHAIRMAN. The orders are so shifted as to take care of them?

Mr. HICKS. They ought to be, but I am afraid sometimes there is a gap there.

Admiral PALMER. We always have them telegraph in to us now, so that we can give them orders to cover that, in case any accident of that kind happens.

Mr. VENABLE. I wish to call attention to this fact, Mr. Chairman, that the appropriations, on page 13, exceed the appropriations of last year $260,923.16, which is arrived at by adding together the regular appropriation for 1918, together with the deficiency appropriations, listed on pages 13 and 14. I call your attention to that fact because unless that is understood it appears as if the excess was something a little over $4,000,000.

Admiral PALMER. The excess is due to transportation and the necessity for sending officers and men very often by steamers rather than by public conveyance, because public conveyance does not go

often enough to fill the war needs. Also, we have had to have a great deal more transportation by land on account of the number of new training depots and stations. There is a great deal more transportation of that kind.

Mr. OLIVER. What is the increased number of training depots and stations?

Admiral PALMER. I should say, roughly, we have 12 additional training depots, where we do not have complete training for the men. The places are used more as housing places until we are able either to transport men to their training stations or to ships.

Mr. HICKS. May I ask you as to the radio men in the merchant service? On the merchant ships that are manned by naval gun crews, I understand at the present time that the wireless operators are not enlisted men. You contemplate, I understand, taking them over into the Navy or having the radio department at least under naval control.

Admiral PALMER. We contemplate having all the men that go through the war zone regular naval radio men. We were asked by Gen. Goethals, when he was in the Shipping Board, to arrange for a supply of radio men for all the new merchant shipping, and we started a school for that purpose. We now have about 3,000 men at this school at Harvard College, Cambridge, Mass., training for this very work.

Mr. HICKS. How many months does it take to perfect a man in that service?

Admiral PALMER. Depending on his knowledge when he comes in, from 9 to 11 weeks, roughly.

Mr. HICKS. Is he enlisted for the special service?

Admiral PALMER. They are enlisted or enrolled in the regular service or in the reserves in any district, and then are selected by the commandant on account of their special qualifications and are sent to the school at Harvard.

Mr. HICKS. They are enlisted for a special branch of the service?

Admiral PALMER. Not necessarily, although we will take all those that will come in as radio men and enlist them for this particular work.

Mr. BRITTEN. Do you have any trouble getting a sufficient number?

Admiral PALMER. So far we have had no trouble.

Mr. HICKS. You are a great believer in having them come under the naval discipline for those ships traversing the war zone.

Admiral PALMER. Yes, sir; but I am not in a position to advocate it. I think that the Shipping Board will probably ask us or urge us to take it over, but as far as my bureau is concerned it is the most difficult thing for it to assume this added responsibility. The only provision we wish to make about it is that sufficient notice shall be given, so that we can provided quarters and training facilities for all these men and officers, and that will take from five to six months.

Mr. OLIVER. The importance of this has been presented to the Shipping Board, in the event you are expected to take over these ships?

Admiral PALMER. Yes, I think so. I sent a statement of this through the Chief of Operations.

Mr. BROWNING. It is your personal opinion that it should be done?

Admiral PALMER. It is my personal opinion that it should be done, but the Bureau of Navigation is not the organization to urge it.

Mr. BROWNING. I understand that; but I was just getting at your personal opinion.

Admiral PALMER. Yes, sir.

Mr. HICKS. Did Harvard College donate the dormitory for the use of the Navy?

Admiral PALMER. Yes; they have donated it freely, and they really have done wonderful work for us in assisting us from a school of approximately 150 men to now approximately 3,000.

Mr. OLIVER. Do you contemplate it will be necessary for you to call young women into this service on shore, or will you probably have a sufficient force from the enlisted men?

Admiral PALMER. So far as we can see now we will probably have a sufficient force from the enlisted men, but the war may develop to such an extent that we may have to make use of a certain number of women operators on shore.

Mr. OLIVER. You might make some statement with reference to this recreation for enlisted men.

Admiral PALMER. The amount for the recreation for enlisted men is the same as last year, $150,000. This is to provide amusement and entertainment and athletic events for the enlisted men, both afloat and ashore. It is to be expended in the discretion of the Secretary of the Navy. This last year we expended $100,000 of this by allotting it to the various Navy training stations and training camps. The Secretary gave $50,000 of this to the chairman of the war training camp activities, and I do not know how they have used that money, but it is possible they have given some of it to the Y. M. C. A. The war training camp activities are now asking for more money, and want to use all of this $150,000, but we think it well for our regular training stations to provide for their own athletic contests and amusements as far as they can and as they have been doing very successfully up to this time.

Mr. OLIVER. How do they provide the funds for that purpose?

Admiral PALMER. The war training camp activities?

Mr. OLIVER. Yes.

Admiral PALMER. By donations from various sources, and we understand from them that they collected as much as four or five millions all over the country to be used in the entertainment of enlisted men. It is not very clear why they want part of this sum except that I think they have song leaders that they want to put in these training stations and teach all the men to sing, and their first estimate on that was a certain amount of pay for song leaders. We, of course, did not take that up as a very important thing for winning the war. Our needs are for athletics and amusements, so that the recruits will not get stale.

Mr. OLIVER. Is not there some danger of duplicating a lot of this welfare work?

Admiral PALMER. Yes, sir; I should say there would be.

Mr. BRITTEN. I had a request from a house in Chicago wanting to know how they could get into these various camps. Would they go through your bureau or would they go through a special bureau?

Admiral PALMER. I think it would now go through the Training Camp Activities Board.

Mr. BRITTEN. Would that apply to the naval training stations as well as the Army?

Admiral PALMER. Yes, sir. It was suggested that they should make the men whom they assigned to amusement and athletic work reserve commissioned officers and have them wear the uniform, since they were to be employed in the camp. I did not approve of that, as I thought the uniform should not be worn by people who are instructing along some special line, and who really had no naval knowledge and were not assisting the Navy in any special naval way toward the winning of the war. I think that it is as well to take advantage of what amusements they offer, but to have them do it freely and to go in without asking for commissions.

Mr. BROWNING. It seems to me some style of uniform would be a very good idea.

Admiral PALMER. Some style of uniform would be a very good idea, just so it is not the naval uniform.

Mr. BROWNING. Yes; not a naval uniform.

Mr. HICKS. The Army Y. M. C. A. people have a distinct uniform. Why should not these people have something to distinguish them and which might not confuse them with the men in the Navy?

Admiral PALMER. I suggested to them that they have the same uniform that the same men have in the Army.

Mr. OLIVER. To what extent are they subject to naval discipline?

Admiral PALMER. None at all.

Mr. OLIVER. How many of them have been commissioned?

Admiral PALMER. For us, none have been commissioned. I objected to it very strongly.

Mr. OLIVER. They have no uniforms, have they?

Admiral PALMER. No, sir. We have not given them uniforms.

Mr. HENSLEY. How did you take their suggestion that they wear the uniform that these men in the Army wore?

Admiral PALMER. They wanted to wear a naval uniform. They insisted that they would have more prestige in the camp if they wore the uniform.

Mr. HENSLEY. And wanted to be distinct from the same fellows in the Army?

Admiral PALMER. Yes, sir.

Mr. VENABLE. Is there any reason why they should have more prestige?

Admiral PALMER. None at all. The commandant is very keen on making use of everybody's ability along that line to aid in the war camp. Hundreds of people have come and offered their services, and have given their services in the training stations, and the commandant has made use of them, and they get along very well without any uniform.

Mr. HICKS. I would be very much in favor of them having some uniform, but very much opposed to them having a uniform such as the naval men wear.

Admiral PALMER. So I suggested to them that they have some uniform such as other organizations. The Red Cross has a uniform—any uniform except a naval uniform.

Mr. BROWNING. I am like Mr. Butler. I am very much opposed to anybody wearing a uniform who is not entitled to it.

Mr. VENABLE. There is no reason in the world why you should give a uniform to a man unless it contributes something to the service. You do not want to give a uniform to a man to gratify his sense of pride.

Mr. BRITTEN. Of course Admiral Palmer can take care of the situation.

Mr. ESTOPINAL. Some friends of mine recently returned from France, who had gone there on official business, and told me that the streets of Paris were just crowded with United States soldiers, men in the United States uniform who were not soldiers. They are either Y. M. C. A. men or Red Cross men or Knights of Columbus men—all kinds of men. These people both spoke French and they came in contact with a great many French officers and French people generally. Those in the highest positions said that the people were amazed at the number of Americans in Paris, and they said that one young man they met said that he had an office in Paris and had been there for two months and never had anything to do. He wears the uniform. There is no distinctive marks unless you scrutinize very closely, yet the States are full of people wearing the uniform and I see the women are going to wear the uniform pretty soon.

Admiral PALMER. I have just been asked how much it will cost for equipment and how much for amusements. I do not know how this amount will be expended, as it is in the discretion of the Secretary, and he may think it wise to give all of this $150,000 to the war training camp activities. We have been using it. We have put $100,000 around at the various stations, and that was given to the commandant in proportion to the number of men in the stations to be spent for equipment—for instance, for athletic equipment—to a small extent, but to a very much larger extent to provide for moving-picture films, and such things, to amuse the men.

The CHAIRMAN. The next item is "Contingent: Ferriage, continuous-service certificates, discharges, good-conduct badges and medals for men and boys, etc." That is the same as last year.

Mr. VINSON. There is an increase of $10,000.

The CHAIRMAN. No; there was a supplemental last year of $10,000 which made it the same as last year.

Mr. BRITTEN. I observe on page 18 one of the items carried is "Good-conduct badges."

The CHAIRMAN. That has been carried for a great many years.

Mr. BRITTEN. I was going to ask the admiral if any legislation is contemplated which will permit our officers and men to receive such good-conduct badges or medals of any kind from foreign governments?

Admiral PALMER. There is no legislation that has been submitted so far. The department has had that under consideration. There are two viewpoints on that, and I think it best to state them both. One is that if foreigners can get these badges and medals from other than their own governments, our men and officers should also be allowed to receive them. The other viewpoint is that we should now allow any of our officers and men to wear anything that is given to them as a medal or badge from any other power. Everything that our people wear now has been given by our own Government. The point about that is that foreign governments, especially, in a war where there are a number of allies, may give things simply to create good feeling among the men and officers of the different nations. Also, we would have no control as to the value of the services rendered. We may have an officer or man who has conducted himself on the field of battle in a wonderful way and has been reported by his com-

manding officer from our standpoint of what is heroic. He may receive a medal or badge similar to one given to another of our men by a foreign government and which has been given not because he has distinguished himself from our viewpoint but possibly because a foreign officer thought it either necessary or desirable to hand it out to him.

The CHAIRMAN. I might say in this connection that I have a letter dated September 22, 1917:

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing a copy of H. J. Res. 164, "To permit any soldier, sailor, marine, or other person engaged in the service of the United States during the present war to accept decorations for valor from any of the nations allied with the United States in the prosecution of said war." and requesting the views and recommendations of this department thereon, I have the honor to inform you that it is the view of this department that only medals issued by our own Government should be worn by our officers and enlisted men.

Favorable consideration of this joint resolution is not therefore recommended.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

That is addressed to the chairman of this committee.

Mr. BRITTEN. That states that decorations of such a character should not be worn by our men. That may be entirely correct. Is there any objection to the man accepting a medal or a decoration and then turning it in to the State Department as Admiral Palmer indicates he did?

The CHAIRMAN. I do not think it proper to take up the discussion here now. Personally speaking, I think the medals, etc., that are to be given to our own men should be under the control of our own Government, and should be from the Government and not from other Governments. It will open up an avenue of partiality that will breed prejudice and discontent, and here will be one man that may receive a medal and here will be half a dozen that may be more deserving who do not receive medals, and it will create friction and disturbance among our troops, and I think we should not open that door.

Mr. HENSLEY. And no responsibility from the giver.

The CHAIRMAN. That is the idea.

Mr. ESTOPINAL. These medals are gotten too cheaply.

The CHAIRMAN. We do not want to open our doors to them.

Mr. ESTOPINAL. I agree with you.

The CHAIRMAN. It is an avenue that would bring jealously and complications that I think would paralyze the morale of our troops.

Mr. BRITTEN. I would like to have the Admiral answer my question; that is, to indicate to the committee whether an officer or sailorman or soldier may accept the medal and not wear it, but turn it in to the State Department as Admiral Palmer has done?

Admiral PALMER. We are not authorized to do that now.

The CHAIRMAN. The next item is "gunnery and engineering exercises." The language is the same, but the appropriation is increased by $200,000.

Admiral PALMER. Yes, sir. This appropriation comes under the Bureau of Navigation, so that some one will have the proper authority in assigning it. The office of gunnery and engineering competitions is, however, entirely under the Office of Naval Operations. I have the data prepared to show the reason for the increase of $200,000, and I can also speak from my own knowledge, as I held that particular

position as director of target practice and engineering competitions for a period of three years when I was last in Washington.

On account of the great increase in the number of men in training camps and at training stations, and a great increase of the personnel afloat and ashore, both here and abroad, it is necessary to have more facilities for training them with small arms, rifles, and revolvers, for having more target practice afloat, and thereby giving those who qualify a certain number of medals and rewards which are laid down now by law.

The other additional item is an amount of approximately $5,000 due to the increased number of people in service, and the necessary increase in the cost of compilation of the records of these officers. We have already a great number of galleries and ranges all over the country and are training our men at them. At the Annapolis range we have actually trained 3,000 soldiers and are going to train others as fast as they are sent. That is, sailors are training the soldiers in target practice at that range.

Mr. BRITTEN. Where do the soldiers come from?

Admiral PALMER. From the country in the vicinity of Annapolis.

Mr. CONNELLY. This target practice—do you mean practice with all the various sized guns?

Admiral PALMER. No; with small arms and rifles on shore; with guns of all caliber at sea; we have target practice all the time, to keep the men up to the mark, and have the competitive feature, which makes a man turn out more hits per gun per month than he ordinarily would unless he had that incentive.

Mr. CONNELLY. And this covers the practice at sea and on the shore?

Admiral PALMER. Yes, sir.

Mr. CONNELLY. This is the department in which Capt. Plunkett is interested?

Admiral Palmer. Capt. Plunkett is now head of that department, and Capt. Kalbfus is in charge of the engineering end of it. This is a very important thing, which has its strategic value in assisting a ship to increase its steaming radius, and therefore get to the scene of the action and fight and get back, where formerly, without the high state of efficiency that they now possess, the vessels would not have been able to reach the scene of action on account of lack of fuel.

The CHAIRMAN. This is to encourage and promote as a stimulus the efficiency?

Admiral PALMER. That is it.

The CHAIRMAN. The next item is "outfits on first enlistment." I see that you are increasing the outfit to the enlisted men from $60 to $100. Is that because of the high price of clothing?

Admiral PALMER. That is on account of the high price of equipment. It used to average $57, and it is already up to $95 when this language was inserted.

Mr. HICKS. What is the reason for making a distinction between outfits for enlisted men and clothing for officers and men of the Naval Reserve Force?

The CHAIRMAN. I was coming to that, but I just wanted to call attention to another matter before that.

Admiral PALMER. We do not require the men in the Reserve Corps to have as much clothing as the men in the Navy regularly enlisted.

Mr. KELLEY. Has the cloth made in our own factories increased?

Admiral PALMER. On account of the cost of the material.

Mr. KELLEY. Do we meet quite largely the requirements of the Navy in our own factories?

Admiral PALMER. Oh, yes; we manufacture practically all the clothing. We have clothing factories at New York and Charleston, S. C., and since the war we have farmed out a great deal on account of the great shortage of labor and equipment.

Mr. KELLEY. Do you think we have made considerable saving by manufacturing our own clothing?

Admiral PALMER. I am sure of it. They have efficient clothing factories at both New York and Charleston. They run on a very efficient basis.

Mr. KELLEY. There are some classes of clothing that you do not make. What are they?

Admiral PALMER. All the regular uniform clothing we make. I think we buy the socks and underclothes and such things as do not have to be absolutely a certain uniform cut and fit.

Mr. BROWNING. Has that clothing factory at Philadelphia been enlarged yet?

Admiral PALMER. The marine clothing factory?

Mr. BROWNING. Yes.

Admiral PALMER. I am not sure about that; but they do very efficient work.

The CHAIRMAN. We appropriated for that two years ago.

Mr. BROWNING. That is the reason I am asking if anything has been done.

Mr. HICKS. I understand the land has been bought and they are going ahead. Is the term "Naval Reserve" in this item a generic item that covers all classes of naval reserve, including the militia?

Admiral PALMER. All except the Naval Militia.

Mr. HICKS. Why is not that included?

The CHAIRMAN. That is separate legislation.

Admiral PALMER. Separate legislation must be had. We would like to have it that way.

The CHAIRMAN. The Naval Militia was under the States and we passed legislation and took them in. The Naval Reserve is a different class of men.

Mr. HICKS. Yes; I understand the distinction.

Mr. LITTLEPAGE. Do the officers of the Navy have to pay for their own uniform?

Admiral PALMER. Yes, sir.

Mr. LITTLEPAGE. Do the men have to pay for theirs?

Admiral PALMER. They get an allowance of clothing when they come into the Navy, and after that they keep up their own uniform, but they get the full allowance when they come into the Navy.

Mr. BROWNING. Does not the Army buy the new uniform for the men?

Admiral PALMER. I think they have an arrangement like they have in the Marine Corps. They get a certain amount of uniform and they have to try to keep within that amount or else buy more.

Mr. BROWNING. Why is there a difference?

Admiral PALMER. The pay is different.

Mr. BROWNING. The pay is not different now. It is the same. It used to be, but now it is exactly the same.

Admiral PALMER. They have tried to put it on about the same basis, but it is not absolutely the same.

Mr. BROWNING. What is the difference in the pay? I thought it was exactly the same.

Mr. ESTOPINAL. What is it now?

Mr. ESTOPINAL. What is it now? Is it not exactly the same?

Admiral PALMER. No, sir; it is not exactly the same.

Mr. ESTOPINAL. What is the difference?

Admiral PALMER. Men who get a certain amount of money per month have an increase of so much in both the Army and Navy.

The CHAIRMAN. The Marine Corps has the Army pay?

Mr. ESTOPINAL. I have heard a great deal of comment on that question, that the soldier got his uniform continually, and the Navy man did not, and the pay was practically the same.

The CHAIRMAN. There is very little difference.

Mr. ESTOPINAL. There is very little difference, and I do not see why the man enlisted in the Navy should not have his uniform the same as the man enlisted in the Army and in the Marine Corps.

Mr. BUTLER. I can readily understand why we would give a young man who was undesirable for the service, generally speaking, and who could not perhaps adapt himself to the service, but if he behaves badly, why should we give him a $15 suit of clothes and send him——

Admiral PALMER. That is to provide an amount similar to that given to men leaving prison. They have not any clothes unless they give them a prison uniform. We have no clothes unless we give them a Navy uniform, so we prefer to give them a civilian suit of clothes and let them go.

Mr. BUTLER. I presume that this would be so infrequent with our young men that I will not take an exception to it. But at the same time, it is in this bill.

Mr. LITTLEPAGE. It looks to me like it is not a big broad thing for our Government to make allowances for the men and for their clothing and to require the officers of the Navy to pay for their own clothing. It looks to me like we are too big a Nation for that.

The CHAIRMAN. The pay is very different. The officials in the Army and Navy get very high pay. I wanted to ask a question here. We do not provide officers of the regular Navy with any clothing outfits?

Admiral PALMER. No, sir.

The CHAIRMAN. In the act of creating the naval reserve which, in time of peace, we did provide for an allowance for the clothing for the officers not to exceed $50 each, that was on the theory that they were not getting a salary?

Admiral PALMER. Yes, sir.

The CHAIRMAN. And not receiving compensation, that they should not be required to pay it themselves. I wondered whether, if the officers that are serving from the naval reserve force in the active service now—are they getting the pay for their rank and grade?

Admiral PALMER. They are.

The CHAIRMAN. Then why should they, in time of war, receive a clothing outfit when they are getting the same pay as the regular officer that is serving active duty in the Navy? In other words, in

time of war, when he is getting full compensation and full pay, why should he be allowed a clothing outfit? They are providing here to increase it to $150.

Mr. BRITTEN. Is it not very likely that the reserve officer may only be in the service a month or two or three, while the regular officer is in the service for life, practically, and will have use for his clothing?

Admiral PALMER. The general point about that, Mr. Chairman, is that we could not know how long a reserve officer would be in the service. The question has come up about how the reserve officers have shown themselves fit or not fit for the service. We have disenrolled, from the beginning of the war, 250 officers. Some of them had been in a short time, and until a man is in long enough to arrive at a place where he will probably get a permanent appointment, Congress probably thought it was best to give him an allowance, as we did in peace times, because he might go out at any time.

The CHAIRMAN. So that you are having, then, a substantial disenrollment of officers who come in the reserve but do not permanently qualify?

Admiral PALMER. Yes, sir. The officers that came in the reserve were taken in March and April, or shortly thereafter, because we had a very great shortage of officers then, and we had thousands of new duties to be performed. No good organization was in effect at that time on account of the lack of regular officers to put it into effect in the naval districts, and it was really up to the commandants to take a lot of people in either on their own knowledge of them or on recommendations from people they had served in civilian life, as to their qualifications. The commandants, in some cases, made mistakes, because so many people had to be taken in without delay. The thing that the country was afraid of, and we must keep that in mind when we come to it, was that German submarines were soon to be on our coasts, and we wanted a force out there ready to meet them at a moment's notice. Therefore, we took in many of these reserves. They have turned out very well in the great majority of cases, but we have since been getting reports from commanding officers as to their fitness for duty, and in cases where, on thorough trial, they are not found fully fitted, they have requested us to disenroll the men, and we have disenrolled 250 of them.

Mr. OLIVER. Since their purpose in providing uniforms is based on the irregular term of their service in the Navy, it seems to me that the fund should be one to reimburse those who, by reason of the fact that they have not qualified, are allowed to serve only a short time rather than to provide for all, and so it seems to me that the language ought to be changed.

Admiral PALMER. I had really not considered that question in the multitude of other subjects that came up as the law passed by Congress gives them the $150.

The CHAIRMAN. We will see about it. The reason I called your attention to it was that where he is getting the full compensation and service continues for period that would justify the matter, he ought to be upon the same basis as a regular officer and not upon the peace basis. We can handle that when we come to deal with it.

Admiral PALMER. I will make a note of that, so if there are any arguments I have not included I can send you a little note of it.

NAVY DEPARTMENT,
BUREAU OF NAVIGATION,
*Washington, D. C., January 22, 1918.*

MY DEAR MR. CHAIRMAN: The committee invited attention to the subject of uniform gratuity for Reserve officers, and I will submit the reasons put forth when the amount of $150 was placed in the Naval Reserve bill.

It was considered then, that in periods of national emergency, Reservists might be suddenly called to active duty and that they would not only lose their civilian positions temporarily, or permanently, but would possibly suffer a financial loss and future prospects on account of being drawn into the service.

Also, officers of the Merchant Marine when called to active duty might receive a reduction of pay and in addition would have to furnish themselves with naval uniforms. The only other point was that a man might be called into active service at any time and released at any time and the expense of the uniform would be a loss to him.

I submit this as the probable reason that influenced the committee to fix the amount at $150 for war time, when it is probable that a greater expenditure for uniforms would be necessary than during the ordinary peace times when reservists might go aboard ships for training during warm weather.

Very sincerely, yours,

L. C. PALMER.

HON. LEMUEL P. PADGETT, M. C.,
*Chairman Committee on Naval Affairs,*
*House of Representatives, Washington, D. C.*

The CHAIRMAN. All right, sir; do that. I notice that there is a slight reduction in the appropriation this year. It is $9,975,000 and last year it was over $10,000,000.

Admiral PALMER. Yes, sir. It is simply an estimate that it will be a little less. We can not come to any definite figures.

The CHAIRMAN. Then you think that will take care of you?

Admiral PALMER. Yes, sir; I think this will take care of us.

The CHAIRMAN. You have taken out "Maintenance of naval auxiliaries."

Admiral PALMER. Yes, sir.

The CHAIRMAN. Why was that taken out?

Admiral PALMER. That was transferred to "Supplies and Accounts."

The CHAIRMAN. The regular service appropriations cover it now?

Admiral PALMER. They will cover that during the war.

Mr. KELLEY. Why should $100 be allowed in the Regular Navy and only $60 in the Naval Reserve?

Admiral PALMER. Because a man in the Naval Reserve is not required to get as much of a uniform as the man in the Regular Navy. We require only the minimum amount of uniform in the Naval Reserve.

Mr. BUTLER. Are you taking in the regular service during the war time, the young men from the Naval Reserve?

Admiral PALMER. Are we taking them into the regular service?

Mr. BUTLER. I am a little confused about it. I know a case of a young man who seems to have been taken into the Reserves and he has gone into the regular service.

Admiral PALMER. Not unless he makes a request to be transferred or to enlist in the Regular Navy. He may be put on duty such as the Regular Navy people are getting, but we have a great many of these Reserves abroad and everywhere doing regular duty.

Mr. BUTLER. But when you say anchor it means that they are doing regular duty for the war period?

Admiral PALMER. Yes, sir; the Reserves have a double anchor with a shield.

The CHAIRMAN. The next item is on page 21 and the new language is "Maintenance of gunnery and other trained classes."

Admiral PALMER. That is in connection with the use of lookout binoculars and training them in the use of instruments that have to do with gunnery and other special training.

The CHAIRMAN. And that is because of the increased activities of the Navy and the new men that are coming in?

Admiral PALMER. Yes, sir.

Mr. HICKS. Do you have any trouble getting nautical instruments at the present time?

Admiral PALMER. We will have a good deal more trouble now to get them. We have had some trouble in getting them, because, before this war, all of the other countries had been placing orders in the United States and taking everything they could find.

Mr. HICKS. What articles are you particularly troubled about?

Admiral PALMER. Mostly optical instruments.

The CHAIRMAN. I noticed some time ago an advertisement calling upon people throughout the country that possessed certain types of optical glasses to lend them to the department. Did you get any substantial response from that?

Admiral PALMER. Yes, sir; we have had a number of very good glasses, a good many new glasses that tourists had bought, glasses of a very valuable kind, and we can make use of all that come in, as we need hundreds and hundreds of both binoculars and field glasses to assist in the searching plans of the lookouts on the ships in the war zones.

The CHAIRMAN. And you did get, then, a creditable response?

Admiral PALMER. Yes. We got a considerable number of very good glasses.

The CHAIRMAN. Near the end of that paragraph you have some new language "And for the necessary civilian electricians for gyrocompass testing and inspection." That is an increased civilian force you have brought in?

Admiral PALMER. Yes, sir.

The CHAIRMAN. Explain that.

Admiral PALMER. This particular kind of work, gyrocompass testing, is a very technical thing——

The CHAIRMAN. And these are extra electricians that you have to employ?

Admiral PALMER. Yes, sir, for that purpose.

Mr. KELLEY. I notice last year you spent over $6,000,000 on these items?

Admiral PALMER. Yes, sir.

Mr. KELLEY. You must be pretty well equipped on some of them?

Admiral PALMER. We feel that we will be pretty well equipped and that is the reason we have cut it down nearly one-half. Most of these will be replacements and for fitting out new ships.

The CHAIRMAN. The next item is the "Ocean and Lake Surveys, hydrographic surveys, including the pay of the necessary hydrographer surveyors, etc." You are increasing that by $50,000.

Admiral PALMER. That was increased before.

The CHAIRMAN. It is the same as last year with the supplemental?

Admiral PALMER. Yes, sir.

The CHAIRMAN. What is your status with reference to charts, etc.?

Admiral PALMER. We are in excellent condition as regards charts, and our hydrographic people are working right up to the limit to keep up with the requirements that we have now. They will have to be working that way as long as this war goes on on account of the new vessels that are going to be put in service.

The CHAIRMAN. Taking into consideration the present conditions, it is very fortunate that this committee increased your appropriation three years ago?

Admiral PALMER. It is one of the best things that has ever been done.

Mr. KELLEY. Are these employees civilians?

Admiral PALMER. Many of these civilians have been on our survey ships from time to time and have come back to the office with that added knowledge.

The CHAIRMAN. There are four naval officers detailed to the hydrographic office. I think it was originally two and we got it increased to three, and then last year we got it to four. They are not asking for any more now. Do you need any more?

Admiral PALMER. Yes, sir; we need more but we can not spare them now. We were so short of regular officers when the war began that we are taking regular officers away and assigning them to other duties.

The CHAIRMAN. The next item is "Arming and equipping Naval Militia." The language is the same and the appropriation is the same.

Mr. CONNELLY. May I just ask a question to straighten out this matter? This unexpended balance; is that turned back into the Treasury and must be reappropriated?

Admiral PALMER. Yes, sir; unless it is specially stated in the bill that it is to be continuing.

Mr. CONNELLY. I see it equals about what it was last year.

Mr. HICKS. I understand the Naval Militia has been very satisfactory?

Admiral PALMER. Yes, sir. The National Naval Volunteers are doing very well. We can not expect them to come up to the naval mark as their training is necessarily limited, and is only a small part of their life's work; we distribute them and give them an opportunity to prepare themselves. They have not had the sea work but they are very good people and I am very glad to have them.

Mr. HICKS. That was mentioned at the time we federalized the Naval Militia.

Admiral PALMER. There was a very strong movement on the part of several organizations to be kept absolutely intact and to go to ships as a unit, which was the very worst thing both for the men and for us, but others of the State organizations saw right away that their only hope to get closely in touch with naval things was to be distributed throughout the service wherever we happened to need them, and be under regular officers and get the benefit of that training

Mr. HICKS. How many are in the Naval Militia?

Admiral PALMER. Approximately 16,000.

Mr. BROWNING. Why do you still call them Naval Militia. There is not any Naval Militia now.

The CHAIRMAN. They are serving as national naval volunteers.

Mr. BROWNING. But they are federalized, just the same as the National Guards are into the Army. They are just as much a part of the Navy as the National Guards to-day are a part of the Army.

Admiral PALMER. The item is inserted here in case the war is over before the end of the next fiscal year. I think all the national naval volunteers are now entirely with us in hoping and endeavoring to become a part of the Regular Naval Reserve Force instead of being attached to a separate organization doing the same kind of duty.

Mr. BRITTEN. Is it possible to enlist in the State militia to-day if the young man is of draft age?

Admiral PALMER. Yes. He can enlist in the State militia. We have absolutely no authority over that, but he can not be exempt from draft on that account. He can only be exempt from draft if he is a naval volunteer.

Mr. BRITTEN. On page 23 of this tabulation it would indicate that the estimated appropriation is $1,527,617.70. Still, in the tabulation under the words "Expended, 1917," is some wages, practically $4,000; $2,000,000 for equipment, material, etc.; and an unexpended balance of $757,849.99, when only $1,500,000 were appropriated. There is no deficiency appropriation indicated in the bill.

The CHAIRMAN. You are speaking of page 23?

Mr. BRITTEN. Yes, sir. In most parts of the bill the deficiency appropriations of last year are shown.

The CHAIRMAN. That in the bill is just a copy from the estimates that were sent down.

Mr. BROWNING. I am like Mr. Britten. I do not see how you can get that unexpended balance.

Mr. KELLEY. Is it possible that some money appropriated under deficiency for the regular service was used for that purpose, Mr. Chairman?

The CHAIRMAN. I do not know.

Admiral PALMER. I will get you a memorandum on that and send it down to-day, so as to check that up.

The CHAIRMAN. That expenditure was for the fiscal year 1917, which ended June 30, 1917. The appropriation that is running now that was filed in this bill last year, $1,527,617.70, is for the fiscal year 1918, and the estimates that you see there are for the fiscal year 1919; so that these expenditures of 1917 were not of this appropriation but of the appropriation in the preceding bill.

Mr. BRITTEN. And should not be carried in this bill. That is what caused the confusion. I think that is probably correct.

The CHAIRMAN. We can only compare the preceding year, because this current year is not yet exhausted. The current year, 1918, for which this appropriation was made, has not yet been expended. We are only in that year since the 1st of July.

Mr. BROWNING. All of these estimates are for 1919?

The CHAIRMAN. I know, but I say the appropriations that are put down in the bill of last year; that is, for 1918.

Mr. BRITTEN. That explains it very clearly, Mr. Chairman. We have not concluded our 1918 expenditures.

The CHAIRMAN. No, sir; we have not. We have appropriated more for 1917 than we did last year.

Mr. HICKS. I think your explanation, Mr. Chairman, is very clear and probably is the correct answer.

Mr. BROWNING. I think we might as well go on. Admiral Palmer said he would send up a note as to that item.

The CHAIRMAN. The next item is the "Naval Training Station, California." The language is the same, but you are increasing the appropriation from $92,000 to $225,000, but last year there was a supplemental appropriation of $100,000, making $192,000.

Admiral PALMER. The increase from $192,000 to $225,000 is required on account of the larger number of recruits that we are taking in at these stations.

The CHAIRMAN. Just at that point I wanted to ask you what is the increase in the work at that station. For instance, before the war, what was its estimated capacity?

Admiral PALMER. Before the war the capacity of that station was 850, but they were carrying more. We have worked that up to about 4,000.

The CHAIRMAN. So you have about 4,000 there at this time?

Admiral PALMER. Yes, sir.

The CHAIRMAN. How is your recruiting work going on there?

Admiral PALMER. Very well, indeed. We are getting all the recruits that we can handle.

The CHAIRMAN. And are you handling adequately all that you need at that station?

Admiral PALMER. Yes, sir; here and at Mare Island. We are making use of other stations to provide for any surplus, but on the west coast the stations are sufficient to handle all the recruits that we get from that vicinity.

The CHAIRMAN. The next item is the "Naval Training Station, Rhode Island." The language is the same, and you have increased the sum from $200,000 to $350,000. You had a supplemental appropriation of $100,000 and you are asking for $350,000, an increase of $150,000. Tell us about the activities there.

Admiral PALMER. At the Newport station we have built a great many barracks and have taken in a great many new recruits. They have done wonderful work there in training men to send out to the fleet, and where the complement of that station before the war was 2,000 it has now increased to about 8,000. We actually have there to-day 7,400 and the increase is based on the increase in the number of men.

Mr. HICKS. Was that piece of land by the Government ever acquired which the committee looked at last year?

Admiral PALMER. No, sir; we had a statement from Mr. Roosevelt that we could probably get that now if we put in a bill limiting the amount to $75,000. He said that the present owners would not sell it for that but that he thought a few of the local patriotic citizens would make up the difference so that we could get it for $75,000 to allow for the expansion and get the use of that land permanently.

The CHAIRMAN. I doubt very much the wisdom of getting it permanently.

Admiral PALMER. The only thing is that we now have so little space in which to drill and maneuver.

The CHAIRMAN. When the war is over they will not need all of that space.

Admiral PALMER. That may be, but I am not sure what is going to happen when the war is over. I think possibly we will continue to train a good many men for the country in all classes of trades.

The CHAIRMAN. The next is "Naval Training Station, Great Lakes." The language is the same there and you have increased from $196,400 to $725,000. Tell us about the activities there, and what they were before the war and what you have there now.

Admiral PALMER. Before the war that station was built for 2,000 recruits, and it is now accommodating about 24,000. They have put up some wonderful barracks there, which are properly heated, and every sanitary arrangement is excellent, and we actually have 24,000 men there now where the station was originally intended for 2,000.

Mr. BROWNING. Have they spread out over any additional ground?

Admiral PALMER. The only ground they have has been given to them for $1 an acre.

Mr. BROWNING. There is additional ground?

Admiral PALMER. Yes, sir; they are still very anxious to get ground so as to permanently increase that station. A lot of the people came on here and took it up with the Secretary, who was favorably disposed, but so far no definite arrangements have been made for buying the land. The Secretary asked Capt. Moffet to get all the prices and see what they could do. So far the land has not actually been bought, but we have put the houses on the land that we have rented.

Mr. BROWNING. Take that training station. You have 24,000 boys there. What are the health reports?

Admiral PALMER. The health reports, as submitted by the Surgeon General to the Secretary, state that health conditions are excellent. They state that there are no more admissions to the sick list than there were in peace times.

Mr. BROWNING. How is it that the health conditions at the Army camps show so much measles and smallpox, and things of that sort. The Navy seems to have avoided it entirely. I do not hear of it.

Admiral PALMER. The Army have so many more men in camps, and I think some of the camps have not been as well built for zero weather.

Mr. VENABLE. Isn't it true, too, that the Army dealing with such masses of men, has not followed the practice of quarantine and detention before turning new men into the camp, and hence a man who has the disease would infect the whole camp.

Mr. ESTOPINAL. That is the rule, and that is the reason.

Mr. BROWNING. Are health conditions just as good in all your camps as in the large camps?

Admiral PALMER. Yes, sir. This official report that is submitted by the Surgeon General dated January 5, 1918, gave the health conditions of all the camps—the detailed health conditions of all the camps—and he said in that report that it was very gratifying.

Mr. HICKS. He supplemented that report before the investigating committee, and it will be published.

Mr. BROWNING. I have seen a chart of venereal diseases issued by the Surgeon General of the Army. I hope our Navy camps are not like that.

Mr. KELLEY. How are the moral conditions?

Admiral PALMER. The moral conditions in the camps are very good. In the camps we can control the men, but we can not control them outside when they are away on liberty, and they get the venereal diseases and other diseases when they are away on leave.

Mr. BROWNING. You have seen this chart?

Admiral PALMER. Yes, sir.

Mr. BROWNING. And you know that nothing of that kind prevails in the Navy?

Admiral PALMER. No, sir. I know that the number of admissions to the sick list for venereal diseases is very small.

Mr. WILSON. In that connection, it is a very small per cent of 1 per cent.

Mr. HICKS. Three-tenths of 1 per cent I think.

Mr. WILSON. Per week. It is figured per week, because that is about as long as it ought to last.

Admiral PALMER. Our officers make a particular point of bringing that to the attention of the young men. It is hammered into them all the time. They point out to them in the evening lectures the necessity for keeping away from diseases of that kind, not only for the moral effect but for the effect on their own future health.

Mr. WILSON. I suppose every precaution is taken to prevent these women from getting into the camp?

Admiral PALMER. No, sir; they can not get in.

Mr. WILSON. I have a young constituent who has gotten into serious trouble at Newport on that account.

Admiral PALMER. We are having such a small percentage of it that we know we are keeping practically every one out.

Mr. BUTLER. That is the largest camp, on the Great Lakes?

Admiral PALMER. Yes, sir.

Mr. BUTLER. We have 24,000 men there?

Admiral PALMER. Yes, sir.

Mr. BUTLER. How long has Capt. Moffatt been there?

Mr. BRITTEN. Two years. I think Capt. Moffatt is one of the finest officers that it has ever been my pleasure to meet. In his appearances before this committee and wherever I have seen him, he has always impressed me as being one of the most competent and most excellent officers that we have in the naval service.

Mr. FARR. The greatest complaint is relative to conditions at Newport?

Admiral PALMER. Conditions at Newport, however, do not apply to our regular training station there. It is a splendid station in every respect and its venereal record is excellent.

Mr. KELLEY. I would like to ask the admiral whether or not it will be necessary to continue the recruiting to the training camps in the next year as in the past?

Admiral PALMER. Not to the same extent. Approximately 50,000 in the coming year.

Mr. KELLEY. So that these stations will probably fall off in attendance?

Admiral PALMER. Not during the year. We will have to keep them up to full mark. We reduced the course at the stations on

account of the exigencies of war much below the time that we desired to have the men there. They should have a full six months' course at these stations before we have to turn them out to man the ships.

Mr. KELLEY. So while you have not put so many in the Navy——

The CHAIRMAN (interposing). The turnover has not been so rapid.

Mr. BRITTEN. I am very glad to hear our dear friend, Mr. Butler, speak so highly of Capt. Moffatt, who is a most efficient officer. I would like to ask, in that connection, if Capt. Moffatt has filed a request with the department for improvements and expenditures at the station for the year 1919; and if so, how it compares with the amount of $725 that is carried in this bill?

Admiral PALMER. That agrees with that amount, but this does not include the purchase of land, or anything of that kind, or any additional buildings. This comes in under "Maintenance."

Mr. BRITTEN. Have you in mind the amount that was requested for additional grounds and also for buildings?

Admiral PALMER. No; I have not, because he has submitted several of them and has come down and talked to the Secretary personally about it and the Secretary has told him to get the lowest prices he could on the land, so that he would be able to construct more houses if necessary. You see, we were looking forward to having to take in more men. For instance, should the merchant marine ask us to take over the manning of their ships at any time in the future, we would have to build more houses, and he was looking forward to the possibility of them asking us to do that.

Mr. BRITTEN. If a request for additional grounds and also for buildings came, would that portion of his request applying to additional buildings go to Yards and Docks after it was considered by the department?

Admiral PALMER. Yes.

Mr. BRITTEN. Where would the other one go to?

Admiral PALMER. For ground?

Mr. BRITTEN. Yes.

Admiral PALMER. That would go to Yards and Docks, too; but it would be brought directly to the Secretary's attention. It would go direct to the Secretary, because he knows all about the conditions out there. He made a trip out there, and Capt. Moffatt took him over all the ground that he expected to purchase.

Mr. BRITTEN. But suppose the Secretary did not agree with the captain that the conditions at the station required the improvements; would the request or the report from Capt. Moffatt still go to Yards and Docks, or would it be retained in the department?

Admiral PALMER. I think that would go to Yards and Docks first, before it went to the Secretary. The ordinary course is for it to be sent to the Secretary of the Navy, and the file people shift this mail to the proper officer or bureau before it goes to the Secretary. If it is anything that asks for more personnel, for instance, and it is addressed to the Secretary, it is left at the Bureau of Navigation.

The CHAIRMAN. All of these estimates from the various yards go first to the bureaus having jurisdiction of them. They make their recommendations and submit them to the Secretary, and the Secretry passes on them afterwards.

Mr. BRITTEN. What I am asking is, How is the best way to get a complete report of the desires of the Great Lakes Training Station,

both in land and buildings, and compare that with this seven hundred odd thousand we are appropriating under the present bill?

Admiral PALMER. This $725,000 is appropriated at Capt. Moffatt's request and is for maintenance. All of the other would come under the Bureau of Yards and Docks. All the buildings and grounds would come in under the appropriations of Yards and Docks.

Mr. BRITTEN. I can get his report from the bureau.

The CHAIRMAN. The next item is, "Naval Training Station, St. Helena." I see that you strike out "Station" and put "Stations at St. Helena and at naval operating base, Virginia."

Admiral PALMER. Yes, sir.

The CHAIRMAN. And you are increasing from $30,000 to $310,000. Have you more stations at St. Helena than one now?

Admiral PALMER. We have one station at St. Helena and one station at the naval operating base, so that the one appropriation is intended to apply to these two.

The CHAIRMAN. What do you call the "naval operating base"?

Admiral PALMER. That is the old Jamestown site. At the naval operating base we are building quarters for 10,000, and formerly that whole bailiwick, which was centered at St. Helena, had a complement of 1,250 men. Now we have at the operating base quarters for 10,000 and at St. Helena we have over 5,000 men.

The CHAIRMAN. So that at the two you have increased from 1,200 to about 7,200?

Admiral PALMER. About 15,000. We have not all the men at the naval operating base yet, because we are passing them through detention, which takes a certain period, before we put them in the new buildings, and we are also at present building an isolation camp at the operating base. At St. Helena conditions are not good for a training station. They have never been good, and the medical people have always reported against them. The land is low, and no money has been expended on it. We have had that station running on $25,000 year after year, and whatever has been done has been due to the ingenuity of the officers who happened to be there.

The CHAIRMAN. It was like Topsy. It just grew?

Admiral PALMER. That is just it.

Mr. BROWNING. I think that hole there ought to be filled in.

Admiral PALMER. The yard needs this land and that was what moved us to seek a new training station site in that vicinity.

Mr. BRITTEN. Is that from now on to be named a naval operating base?

Admiral PALMER. The naval operating base. They will have storehouses, piers, and docking facilities, and the supplies and provisions for the ships of the Atlantic Fleet.

The CHAIRMAN. It is the outfitting point for the whole base?

Admiral PALMER. It is the outfitting point for the fleet, and we also have a big aviation contingent there.

The CHAIRMAN. The next item is for organizing the Naval Reserve Force. The language is the same as last year. Last year the appropriation was $130 and there was a supplemental appropriation of $200,000. This year the estimate is $200,000, $130,000 less.

Admiral PALMER. We reduced it by that amount as we will not need so much. Most of it was due to organizing.

The CHAIRMAN. Now, I want to ask you about the naval reserve. We just passed that legislation, the real legislation, August 29, 1916. There was a bill a short time before that, but very little had been done under that bill. We started out August 29 with three or four hundred, or five or six hundred men in your Reserve Corps. How many have you in the reserve now?

Admiral PALMER. We have approximately 60,000 men enrolled in the reserve here and abroad in the naval districts.

The CHAIRMAN. At the time of the Secretary's report he stated about 49,000. You have had about 10,000 since then?

Admiral PALMER. Yes, sir. I understood he came before the committee with figures that added up 58 or 59 thousand.

The CHAIRMAN. That was the subcommittee.

Admiral PALMER. We have a great many of those men for special aviation and construction work abroad and in connection with the mining business abroad.

The CHAIRMAN. How is this reserve legislation and the force that has been enrolled and working under it—how is it operated—what is the situation?

Admiral PALMER. I think the naval reserve force, as at present enrolled and operating is a wonderful help to the navy in this war. We would not have been able to get along without it on account of our very small number of officers and men in the regular navy. It is a splendid thing just as it is.

The CHAIRMAN. In class 4 you are no longer enlisting just for limitation in that work but for general service are you not?

Admiral PALMER. Yes, sir. Everyone who goes in class 4 must go in voluntarily, to serve in any part of the world except a few special people.

(Whereupon at 12.15 o'clock p. m. a recess was taken until 2 o'clock p. m. same day.)

AFTER RECESS.

The committee met at 2 o'clock p. m. Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. Gentlemen, the committee will come to order, please.

## STATEMENT OF ADMIRAL L. C. PALMER, CHIEF OF THE BUREAU OF NAVIGATION, UNITED STATES NAVY—Continued.

The CHAIRMAN. Admiral you stated that the Reserve Force is valuable to you and is serving a very useful purpose, and that you are weeding out of the service those who have received commissions and who are proving to be inefficient.

Admiral PALMER. Yes, sir.

The CHAIRMAN. Or incapable of performing their duties?

Admiral PALMER. Yes, we found that some of them were doing the best they could and they put up a very good front to come in on, but when they really got up against the difficult work they could not do it. The majority have been disenrolled simply for lack of efficiency rather than for anything that is culpable.

The CHAIRMAN. On page 31 we have "Schools or camps of instruction, Naval Reserve Force."

Mr. BUTLER. Before you go into that please, Admiral Palmer are you enrolling any officers in the reserve now from civil life?

Admiral PALMER. A few are being enrolled.

Mr. BUTLER. From civil life?

Admiral PALMER. Yes; they are being enrolled for special things. The great majority of them are coming in as enlisted men, and come up for competitive examinations in the districts. A few special cases have been decided on by the department, but as far as the general enrollment of which my bureau has charge of, we have enrolled nobody except those who have passed an examination in the district and are recommended by the commandant.

Mr. BUTLER. Originally you enrolled entirely from civil life directly as officers?

Admiral PALMER. Yes.

Mr. BUTLER. What was the highest grade that you enrolled in?

Admiral PALMER. The highest grade allowed by law was lieutenant commander, and we enrolled a very few in that grade.

Mr. BUTLER. What became of those men that you enrolled as lieutenant commanders?

Admiral PALMER. The great majority of them have made good and they have been recommended for any advancement which might be given to them, but there is no further advancement because the law limits it to lieutenant commander.

Mr. BUTLER. I understand that you could not enroll a higher grade than lieutenant commander?

Admiral PALMER. No; we have had some that were enrolled as lieutenant commanders who have been disenrolled, who did not qualify. Some had come in from various districts and were reduced in rank or disenrolled entirely.

Mr. BUTLER. I think the department made a ruling prohibiting the enrollment from civil life absolutely and allowing it only from the service, from the enlisted ranks.

Admiral PALMER. Those are the instructions, that no one is to be enrolled unless they pass an examination; that is, they come in as enlisted men and pass an examination.

Mr. BUTLER. No one except in the enlisted ranks.

Admiral PALMER. Except in a few instances.

Mr. BUTLER. Can you give me some of those instances?

Admiral PALMER. Yes; we have a hundred graduates of electrical engineering schools whose qualifications were passed on by the Council of National Research and the Advisory Council, 85 names being submitted by each one of three organizations. Their letters of qualifications and their records were sent into a board of electrical officers appointed by the department. They were rated in order of merit. Out of that number the first 100 were taken for electrical work, and the next 70, approximately, were taken for engineering work. They are at Annapolis now having about a month's training preparing them in the details of discipline.

Mr. BUTLER. Are you enrolling any more of these specialists?

Admiral PALMER. Except in the Bureau of Yards and Docks, civil engineers, and those come in in accordance now with a scheme of examination and recommendation from the districts up to the num-

ber of possibly 50. An eligibility list is made up from those applicants and the next people who are to be chosen most probably will be taken from that eligibility list in the order of merit.

Mr. BUTLER. Now, Admiral Palmer, can you give me the date of the ruling of the department prohibiting the enrollment except from among the enlisted men?

Admiral PALMER. I will get you that exact date.

Mr. BUTLER. Was it some time in June, do you recall?

Admiral PALMER. It might have been back that far.

Mr. BUTLER. Wasn't it about the time that they made such a rule in the War Department?

Admiral PALMER. It may have been at the same time; I can get you that.

Mr. BUTLER. Even among the specialists, I understand that you are not enrolling any more men?

Admiral PALMER. Except that we have specialists like Mr. Osborne, who is up at our naval prison as a penologist. He was enrolled as a lieutenant commander. There wasn't any examination for that. He was just chosen as being a noted penologist.

Mr. BUTLER. I know a good deal of the case. I never said anything about it, but I have it in my head all right.

Admiral PALMER. But these electrical people and all these engineering people, etc., they have come in by examination.

The CHAIRMAN. He took the place of Mr. Hill, did he not, when Hill's health broke down?

Admiral PALMER. Hill is still there.

The CHAIRMAN. He was in charge of the boat up there?

Admiral PALMER. Yes, sir; he was in charge of the *Southery*, but Mr. Osborne has taken over the whole business.

The CHAIRMAN. Somebody told me that Hill's health had been broken down.

Admiral PALMER. He has been on the inactive list, but I think he has had about 20 years of shore duty.

Mr. BUTLER. Now, we have an officers' training camp, Admiral, at Annapolis?

Admiral PALMER. Yes, sir.

Mr. BUTLER. Is that the only camp we have?

Admiral PALMER. That is the most important camp we have. We have another one down at Jamestown Exposition site. That is conducted by the chief of that district, and we have people going to a training course in Massachusetts—at the Massachusetts Institute of Technology.

Mr. BUTLER. That is the engineering end of it, isn't it?

Admiral PALMER. Yes, sir; and some of the others will go out in the service in other lines. And at Pelham Bay Park, N. Y., they have a school for officers there. But the people at these other schools must come up for examination in their districts to get commissions as reserve ensigns. The people who go to Annapolis are selected by the commandants in the districts in order of merit as they have passed their examinations and their names are sent to the department. For instance, for this last class of 300 there were probably 1,000 or more applicants, and each commandant sent in a list of maybe 100 or 200—the young men who are recommended in this order of merit to go to Annapolis for the four months' course. Sup-

pose that Charleston, or Boston, or Norfolk sends in a list of 200 men, and we have places for a total of 450 men. They would be apportioned in accordance with the number of reserves on active duty in that district; that is, the reserve district that had the greatest number on active duty would get a greater percentage of this list of 450.

Mr. BUTLER. I understand.

Admiral PALMER. Those lists would be sent down from the districts and the top 20 or 40, as the case may be, would be placed on the list of the 450 chosen.

Mr. BUTLER. It is not intended in the spirit of criticism, but I am asking the question merely to learn something about it. The pressure to get there is enormous, isn't it?

Admiral PALMER. Yes.

Mr. BUTLER. The youngsters all want this training.

Admiral PALMER. Yes.

Mr. BUTLER. The opportunities of getting this training at Annapolis are given to only those who are in the service?

Admiral PALMER. Yes, sir; those who are in the service as enlisted men.

Mr. BUTLER. They must be enrolled or enlisted in the service?

Admiral PALMER. In the reserves; yes.

Mr. BUTLER. Yes; of course. They may be enrolled as an officer in the reserves or enlisted men?

Admiral PALMER. No longer as officers, only those who are enrolled as enlisted men. It is limited to enlisted men who have attained the rating of petty officer, for the reason that if a young man has not attained the rating of petty officer he evidently hasn't any ability in the handling of enlisted men. That is the first step. Having been conspicuous enough to have been given a rating, his commanding officer, after keeping him under close observation, says that the man probably has the material in him to make an officer if he can pass the examination. After he is examined in that district——

Mr. BUTLER (interposing). Right there, please. Is the examination competitive in the districts before the commandant makes his selection?

Admiral PALMER. Competitive in the districts.

Mr. BUTLER. I understand.

Admiral PALMER. Then he makes up his list and sends it on.

Mr. BUTLER. From the averages, and passes that on to the Bureau of Navigation?

Admiral PALMER. Yes; we formerly allowed those who were already commissioned to compete, because we wanted some of them to get further training. We have sent all those people to Annapolis to train for commissions. We have them on the high seas—every one available for that kind of duty—and we are working to produce additional trained officers.

Mr. BUTLER. Among the enlisted men, and taking those that you consider the best prepared for the service over to Annapolis?

Admiral PALMER. Yes, sir.

Mr. BUTLER. Now when they reach Annapolis they are instructed, as I understand, in gunnery——

Admiral PALMER. And in seamanship and navigation, the regulations of the service, ordnance, etc.

Mr. BUTLER. And that experience covers what period of time?

Admiral PALMER. Four months.

Mr. BUTLER. The course at Annapolis covers four months. You have named the studies there. Are they difficult for a man to take?

Admiral PALMER. No, sir; any ordinary man with a high-school training can pass them.

Mr. BUTLER. Should they have a good mathematical education?

Admiral PALMER. It is a great deal better for them. As you know, Annapolis spends much time on mathematics, but they have not gone into the thing very deeply in the four months' course. I think the average young man can go through very successfully.

Mr. BUTLER. But is not his competition very sharp in these districts in these examinations before the commandant?

Admiral PALMER. Yes; there are a great many people in the districts. We have to limit it. I should say we have possibly 2,000 or more competitors, and we finally end up with 450 that can go to Annapolis.

Mr. WILSON. Competition is keener in the northern stations than in the southern.

Admiral PALMER. Yes; because there are more young men there. Of course you understand that a good many young men in the northern districts come from the South and the West, and then go on to school and colleges up in the North.

Mr. BUTLER. There are a good many young men from institutions of learning enlisting now in the Navy?

Admiral PALMER. Yes, sir.

Mr. BUTLER. It is your purpose to keep this training camp going at Annapolis during the war?

Admiral PALMER. Yes, sir.

Mr. BUTLER. So that opportunities will be furnished more men in the reserves?

Admiral PALMER. We are so far behind on officers that that is our main reason and only reason for keeping this going.

Mr. BUTLER. While it is impossible to, do you think it is feasible to enlarge that school down there so as to take more young men?

Admiral PALMER. It is not feasible. We first had 150, the next class was 300, and this coming class will be 450. That is about the limit of the accommodations, and the limit of the ability of the officers down there to handle it and handle it successfully.

Mr. BUTLER. You can't enlarge on it very well during the next year or two?

Admiral PALMER. No, sir.

Mr. BUTLER. It is a good thing, isn't it, Admiral Palmer? It seems to me that it is.

Admiral PALMER. I had letters from people on the destroyers, people on the other side, who say that they were delighted with the calibre of the young men sent over there. We sent 50 men trained for the destroyers.

Mr. BUTLER. They came out of the earlier class?

Admiral PALMER. Yes; the first class. Now, along that line we may receive inquiries from young men who are afloat. For instance, in the war zone.

Mr. BUTLER. What opportunity there?

Admiral PALMER. The young men in the war zone have an opportunity to come up as ensigns in the reserves by passing an examina-

tion aboard the ship, and the rules and regulations for this examination have been sent out to every ship far and near, Asiatic as well as European stations. We have had returns from those. They are practically the same examination as the examination for enlisted men in the service, and most of those who want to come up for examination are college fellows. We have had a great many inquiries from one ship in the war zone, the *Harvard*, because a set of young men who belonged to the same class or fraternity at that college went aboard that vessel and asked to be kept together. The commandant of the New York district put them aboard the *Harvard* and kept them together. That is a very bad idea, if you have got to go out and do regular duty, because if one man goes up the others say "We were all at the same college together, and I do not see why we should not."

Mr. BUTLER. The lowest commissioned rank is ensign?

Admiral PALMER. Yes, sir.

Mr. BUTLER. There are two opportunities to make that?

Admiral PALMER. Yes, sir.

Mr. BUTLER. Must all come from the enlisted ranks?

Admiral PALMER. Yes, sir.

Mr. BUTLER. The young man may be examined by the captain of his ship, may make application and take his examination on the ship provided he is a petty officer?

Admiral PALMER. Yes, sir.

Mr. BUTLER. He is then eligible?

Admiral PALMER. Yes, sir.

Mr. BUTLER. Or out in these districts he may make application to his commandant for permission to go into the competitive examination?

Admiral PALMER. That is it, sir.

Mr. BUTLER. To see whether he is fitted mentally and professionally, and those names are then sent to you and the selections for the academy are made?

Admiral PALMER. Yes, sir. We have had a great many young men come in who have not gone to the academy, have gotten their commissions without going to Annapolis. There is only a certain number that can go to Annapolis on account of our accommodations, but if we were limited to that number we would never be able to carry on the war, and we are commissioning these people as they pass the examinations in the districts. The commandant thinks they are qualified to go to sea, and we are sending them directly to sea, where they get further training.

Mr. WILSON. A very material inquiry that you all did not make I will make in order to bring out the fact that the next class will be next month.

Admiral PALMER. Next month, and the lists are all in the department now. They have to be in long enough beforehand so that we can provide the young men who are coming with the information as to just what they will need two or three weeks beforehand, and also give them a little medical attention.

Mr. BROWNING. There are one or two questions that I would like to ask, practically on the same lines. You are still taking enlistments in the Coast Defense?

Admiral PALMER. They are coming in only for service in any part of the world, except people that are taken in under the censorship department.

Mr. BROWNING. Is it the purpose at any time to send these men that enlisted in the Coast Defense abroad, or just in the defense of our coast here?

Admiral PALMER. No, sir; a great many of them are abroad. They came in as Coast Defense, fourth class, and are abroad on ships now.

The CHAIRMAN. That order was modified at the beginning and they were required to enlist for enrollment for general service to be accepted in class 4 of the Reserve Force.

Mr. WILSON. I thought it was left voluntarily with the men?

The CHAIRMAN. There were so many going out in there that it got to be denominated "the slackers' retreat."

Mr. WILSON. I thought it was left optional?

Admiral PALMER. It stands that way now, practically, but a great majority have enrolled for service anywhere. There were some of them that came in along the line that has been laid down in order to aid the Government in whatever way they could. A great many of them were men who had families, and their business was right there, telegraphers and people of that type, and the Government was anxious to get their services which they could give in that bailiwick, but were not free to go abroad. They were over the draft age and had families, but were willing to give their services if they could in that way, and our communication and censorship people are delighted to get them as such, and it was perfectly legitimate for them to remain in their districts.

The CHAIRMAN. And they were taken in in the beginning of the enrollment?

Admiral PALMER. Yes, sir; right at first.

Mr. BUTLER. You can not obtain a commission except through the enlisted ranks?

Mr. BROWNING. I know a very bright young man, a paying teller in one of the banks in my district. He enlisted, I should say, three or four weeks ago in the Coast Defense, and I think he enlisted with the understanding—in all probability his folks are Quakers—that he would not have to go abroad.

Mr. BUTLER. Quitters?

Mr. BROWNING. Quakers. He may expect to go abroad, but what I am getting at is, he enlisted as a seaman.

Admiral PALMER. Yes, sir.

Mr. BROWNING. A man of his capabilities should not be compelled, in my opinion, to serve in the capacity of an ordinary seaman. There is a man that would make a good yeoman, or a good assistant paymaster. Or his experience in the banking business would qualify him in all probability for paymaster, yet he is enlisted as an ordinary seaman in the Coast Defense. What I want to know is what chance has he for promotion or to attend this school.

Admiral PALMER. If there is room for him, why he could go up and fill one of the vacancies in the paymaster's corps by examination. The examinations are still open for that, but the number that they can take in the corps is limited, and we have a great many young men who have unusual qualifications of that kind who are in the service now doing subordinate duty. They came in because they

wanted to get in the service whether they were made officers or whether they were not, and many of them realize that only a limited number can get to be officers. There is only one President, and while we might all try for that job there can only be one

Mr. BROWNING. How about the yeoman branch?

Admiral PALMER. The yeoman branch is absolutely full. The only people that have been taken on as yeoman have been taken on under that name for work in the communications service at New York. I do not know about their qualifications. They came right from the department on a communication basis.

Mr. BROWNING. Would there be any chance for this young man—this next examination he could not take—to take the examination for assistant paymaster four months from now?

Admiral PALMER. There might very well be.

Mr. WILSON. At what station is he?

The CHAIRMAN. You are holding for the line down here?

Admiral PALMER. Yes, sir.

The CHAIRMAN. And the paymaster is not in the staff corps. He would not go to Annapolis?

Mr. BROWNING. They haven't a school at Annapolis for paymasters?

Admiral PALMER. It is right here in Washington.

The CHAIRMAN. The Annapolis school is in the line. This is in the staff corps.

Admiral PALMER. But the young fellows that come into this school and have been commissioned as assistant paymasters take this as a preliminary course before they are sent out to the ships at sea.

Mr. BROWNING. Don't they have to serve a certain length of time as ordinary seamen before they are allowed to take examinations?

Admiral PALMER. At the present time no one can come up for that examination unless he is an enlisted man and has been there for some time. In a great measure all these people who are assistant paymasters now, came up for examination in all the districts some time ago, and they had a long list of them. There is a waiting list still. They have taken a couple of hundred out of that list, but there are still others on the list.

Mr. TALBOTT. They have to enlist and then take their chances.

Mr. BROWNING. It seems a shame to take a man of his ability as an ordinary seaman.

Admiral PALMER. He could apply to the Paymaster General.

Mr. TALBOTT. I have a case exactly like it.

The CHAIRMAN. Let us proceed to "Schools or camps of instruction, Naval Reserve Force." You have inserted new language:

For assembling, training, and instructing recruits and reserves of all classes, including crews of section patrols, submarines, and submarine chasers, and beach patrols, and for all purposes connected therewith, $2,655,360.

Admiral PALMER. Yes, sir.

The CHAIRMAN. That is $30,000 less than last year?

Admiral PALMER. Yes, sir. That calls for training all the section crews at the patrol stations along this coast and the Gulf coast, and for the training for submarine chasers and the coast patrols.

The CHAIRMAN. Also on the Pacific coast?

Admiral PALMER. And all on the Pacific coast, Hawaii, and whatever we have on the Asiatic Station, and for the West Indies.

Mr. BUTLER. Now, "for assembling;" what does that include?

The CHAIRMAN. Bringing them together.

Mr. BUTLER. I understand, but what expense would be included? Would mileage be included in this appropriation?

Admiral PALMER. No, sir; it is gathering them together. In recruiting or enrolling stations we hold them for a few days until we get them all together.

Mr. BUTLER. I assume that this does not include the mileage?

Admiral PALMER. No, sir.

Mr. BUTLER. That would be a very important item in assembling.

Admiral PALMER. Yes, sir; but the mileage goes on the other appropriation, for transportation.

Mr. BUTLER. But I can not see wherein you would have so much expense in this.

The CHAIRMAN. In other words, one comes in to-day, and two or three to-morrow, and a dozen or two the next day, and they are held together until they get a sufficient number together, and this is at considerable expense until they are an operating body.

Mr. BUTLER. You pay for their rations?

Admiral PALMER. Yes, sir. We would not send one on at a time. One may have to go to his exemption station and get his exemption certificate, and we don't want him to be under expense on that account, and we stand the expense for that.

Mr. BUTLER. I only wanted to know where that item of money came from. You are not paying for the transportation?

Admiral PALMER. No, sir.

Mr. BUTLER. It is the expense of assembling these young men at these different recruiting stations?

Admiral PALMER. Yes, sir; partly.

The CHAIRMAN. Now, "The Naval War College, Rhode Island," I see that you strike out the words "lecturer on" and substitute the words "professor of" international law.

Admiral PALMER. That was done because we now have no students at the War College and they retain the professor of international law who lectured to the students. They retain him for the work that is necessary to carry on the correspondence course with officers afloat. They still carry on that course by correspondence.

The CHAIRMAN. That is a form of work by correspondence.

Mr. CONNELLY. The college isn't doing any work except this correspondence course?

Admiral PALMER. Except this course, and the archives are controlled by him and he sends down any information required by the General Board.

Mr. CONNELLY. How many in peace times would they have?

Admiral PALMER. Approximately 40 in peace times, and that is due to the limited college accommodations. It has often been advocated that the college should be moved to Washington and get a larger space, like the Army War College.

Mr. CONNELLY. The thing that actually occurs to the layman, who is not supposed to know much about it, is why should the appropriation be held at the same amount when there is no school there as when there is.

Admiral PALMER. There is no extra charge when the people are at the school. We do not have any more lecturers then than we have now except that the lecturers in peace times are officers who have passed through school who are paid from another appropriation.

Mr. CONNELLY. There is no expense for teaching?

Admiral PALMER. No expense for teaching except this one professor and clerical hire.

The CHAIRMAN. You still maintain that college, but the college is doing its work only through correspondence to reach the men instead of having the men come in.

Mr. CONNELLY. How is this—just through correspondence?

Admiral PALMER. It is assuredly not as good as when we can send the officers there. It is the next best thing.

Mr. BRITTEN. At that point, in fact when all the instructing officers are away, how expensive is your correspondence course?

Admiral PALMER. Our correspondence course is already planned out for a year or so. There are lectures and instructions that have been compiled from time to time, and the international-law professor adds to those when necessary.

Mr. BRITTEN. You are merely carrying out a plan?

Admiral PALMER. We are merely carrying out a plan that we were carrying out before under peace conditions, and in addition to the officers that went to the War College, there are many hundreds afloat who take what they call the extension course, as effective as it could be made by correspondence. That course is still going on and the expense of the college is largely due to that course.

Mr. BRITTEN. To what extent can a younger officer who is not qualified to take the actual course at the War College take advantage of the correspondence course?

Admiral PALMER. Any young officer can take the correspondence course anywhere afloat.

Mr. BRITTEN. Without expense?

Admiral PALMER. Without any expense at all, and on any home or foreign station.

Mr. BRITTEN. So that he really can post himself in class 4 beyond the work of his grade

Admiral PALMER. Yes, sir; and he can prepare himself by this correspondence course, so that when his time comes to go to the War College, he will not have to go over this preliminary work. It means of course a great deal of time saved.

Mr. TALBOTT. It is a foundation?

Admiral PALMER. Yes, sir.

The CHAIRMAN. The next item is "The Naval Home, Philadelphia, Pa." There is no change in that, and it is paid out of the pension fund?

Admiral PALMER. If you want to make any further inquiries about that Mr. Chairman, you could get down the superintendent of that home.

The CHAIRMAN. Yes. No change is suggested here and the next one is "Maintenance." That is the same as the other. Now do you have any other part of the bill?

Admiral PALMER. No, sir.

The CHAIRMAN. Now I want to ask you before we adjourn how many enlisted men have we in the service now?

Admiral PALMER. We have to-day roughly 185,000 enlisted men in the service.

The CHAIRMAN. Well now, then you have recommended a need for the service. What do you need for the service during war?

Admiral PALMER. I have here the recommendation for the number of men that we will need.

Mr. TALBOTT. You need additional men?

Admiral PALMER. Yes, sir; additional men. This recommendation was made by the General Board to the department and by the Chief of Operations, from figures which I originally furnished them, but they studied the situation and made a recommendation for approximately 50,000 additional men for this year 1919. It was based on the number of ships that we have in commission at present and the number of ships that we will have completed at the end of that year or completed soon enough after the end of that year so that it would be necessary for us to have the men in service being trained for them.

The CHAIRMAN. So that if under existing laws we were to increase the authorized enlistment to 200,000, now 150,000—if we were to increase it to 200,000 and i being on the average basis that would give you the men you need?

Admiral PALMER. My figures are a little bit different here. I have approximately required for vessels at present in commission 73,000; required for vessels authorized and under construction, 57,558; required for armed guards, transports, submarine chasers, yachts, and tugs, 33,000 for shore stations 6,223; casualties and unavailable for various reasons, 10,187, or a total of 179,968. In addition, 14,000 for trade schools, that is to provide ourselves machinists and men of all types, bakers, cooks, etc., 10,000 for aviation, as we are being called on every day to increase our number abroad, and we do not know where we will end up. Every day they want special mechanics for aviation and special construction men to construct our camps over there, as they do not want to have civilian constructors who would not be under some kind of military discipline.

Mr. BUTLER. That brings you up to about 199,000.

Admiral PALMER. A little more than that, sir, and then apprentice seamen, 24,000 under instruction that is for the period of the war.

The CHAIRMAN. What does that total?

Admiral PALMER. That totals 228,000. The way I had the bill worded was for 180,000 plus 14,000 for trade schools, plus 10,000 for aviation, plus 24,000 for apprentice seamen.

The CHAIRMAN. In other words, then, the recommendation for the 50,000—what I want to get at is that it is a recommendation for an increase of 50,000.

Admiral PALMER. Approximately.

The CHAIRMAN. That recommendation of 50,000 was not based or projected on the authorized enlistment of 150,000, but it was on your real enlistment, approximately 180,000, that you have now.

Mr. BUTLER. I do not see that clearly.

Admiral PALMER. The 50,000 additional was asked for on a request for permanent increase, not for this temporary increase.

Mr. BUTLER. The regular enlistment.

Admiral PALMER. Although the General Board says 50,000 additional, we put that 50,000 additional for the permanent and also 50,000 roughly additional for the temporary. Now, if you put down

50,000 temporary you would make it roughly 200,000. We had not worked it out in detail then, but 50,000 additional on permanent would bring it up 150,000 nearly. We had 87,000 authorized by the President, and that added to aviation, apprentices, etc., brings it up to 100,000 men. We are now operating under a permanent force of 100,000 men, and on detailed estimates from the General Board and those prepared in my bill and submitted to operations, we wish to have for the vessels now building and authorized 50,000 additional for the permanent force. But when it came to taking the temporary force into consideration we have 150,000 authorized temporarily, together with a few additions on account of the flying corps and the hospital apprentices, etc., and we said roughly——

The CHAIRMAN (interposing). And then the general average of the year instead of at any one day.

Admiral PALMER (continuing). And we said roughly we will need 50,000 more of the temporary, the temporaries to include more men for the armed guards and for ships which we will not have after the war. Aviation also needs a big increase.

The CHAIRMAN. So really you want instead of 200,000 about 230,000?

Admiral PALMER. 228,000 is the number, but in fixing that number, we could recruit up to the number that was necessary. You see we are looking forward to the end of the year beginning next July and if we find we can get along with less than 228,000, we will recruit only the number necessary.

The CHAIRMAN. That is what I am speaking about, but the number you——

Mr. TALBOTT (interposing). You want the authority but you may not need them?

Admiral PALMER. We do not want to be put in the position where we are on the ragged edge again trying to get more men and not being able to plan in the future what we need. That was the reason why I put down for a permanent increase of 129,000 plus the aviation 4,000 and the apprentice seamen 10,000 and trade schools 7,000. That added up to about 150,000 permanent. However, this morning I took that up with the Secretary at the department and he said he was not inclined to ask for any permanent increase now. He wanted to wait until he saw what was going to come out of the war, and put up an increase that he thought sufficient then.

The CHAIRMAN. Put up a temporary increase, or all that you need for the war at the present time?

Mr. BUTLER. The admiral has made it very plain, but I will ask him to go over a part of it again, please. Are we fully recruited in our regular Navy?

Admiral PALMER. We are fully recruited up to the point allowed by law, and we actually have more than allowed.

Mr. BUTLER. What is the amount allowed by law?

Admiral PALMER. 162,466 men now allowed by law.

Mr. BUTLER. Men and boys?

The CHAIRMAN. Yes.

Mr. BUTLER. You are authorized 160,000 in round numbers?

Admiral PALMER. Yes, sir.

Mr. BUTLER. How many boys, apprentice seamen?

Admiral PALMER. We actually now have the full 10,000 apprentice seamen that we are allowed by law.

Mr. BUTLER. Therefore, we have in the neighborhood of 148,000 or 150,000 men in the regular service and they are all recruited?

Admiral PALMER. I want to say that we have more than that because I will explain that we have recruited up to 185,000, including the men and boys. We were told by Members of Congress that we would be backed up in everything in getting the number of men required for this war so we went ahead, but we are prepared in case it is decided not to give any more, to reduce this number of 185,000 down to 150,000 by the end of the year so that it will average 150,000 men for 365 days.

Mr. BUTLER. You recruited beyond the men perhaps strictly allowed by law, and I feel myself that you are justified and I feel that Congress will sustain you in it. And that will put our regular appointment that you speak of to 180 some thousand. That includes both men and boys?

Admiral PALMER. Yes.

The CHAIRMAN. If you will permit me to make a little explanation it will simplify the situation. Up to two or three years ago the law authorized enlistment and fixed a definite number. But this committee reported out an amendment which said that enlistments should be upon the general average for the year. One hundred and fifty thousand was put in under the act of May 22. Now, then, that was 150,000 on the general average for the year. Now, you see, if at any time in the year, in the first half they had only 50,000, they could have 250,000 the last half of the year, so that they had 150,000 for the total of the year. Not having the full number in the first part of the year, they can go over the 150,000 in the latter half.

Mr. BUTLER. I understand, under the general average.

Admiral PALMER. But this number, I should say, was 162,000 total, and we have gone up to 185,000 men. That is the temporary increase authorized May 22, and if we should come out of the war to-morrow we do not know where we would be as regards the permanent force to man our ships. We do not know whether we could come back to 87,000, or something beyond that.

The CHAIRMAN. You would go to 93,000 on the general average for the year, but you would have six months in which to do it.

Admiral PALMER. Well now, we could not handle the number of ships building and authorized with that number of men. That would have to be very carefully worked out so that we would not leave our ships without men.

The CHAIRMAN. I am simply asking these questions for the purpose of finding out what you need so that we may develop the number of men that you need for this work.

Admiral PALMER. Yes, sir; that is what I think.

Mr. BUTLER. I may have confused you a little bit. I am differentiating what you want in the regular and the reserves.

Admiral PALMER. This does not include the reserves.

Mr. BUTLER. I put all these men you speak of as regulars, because I believe that they belong to what we call our regular assignment. They may not perhaps after the war, unless this Congress gives you additional legislation, be included in the regular assignment, but they are during the war?

Admiral PALMER. Yes, sir.

Mr. BUTLER. Not part of the reserves?

Admiral PALMER. No.

Mr. BUTLER. How many reserves?

Admiral PALMER. About 60,000.

Mr. BUTLER. Enlisted men?

Admiral PALMER. Yes, sir.

Mr. BUTLER. Making in all something like 225,000?

Admiral PALMER. Two hundred and forty thousand in the regulars and reserves. The only reason that we brought up the plan of increasing the permanent forces was to provide for the future. Of course, it is in my annual report and the Secretary recommends it in his annual report, but as I say, he did not feel prepared to come to any conclusion in regard to making a definite statement about it now. He thought it was best to wait a while and see what would come out of the war. Of course, my only thought is to keep us from getting in bad condition when the war comes to an end. We must have enough men in the regular service to look out for that.

Mr. WILSON. The total number of men you had in the Navy on January 1, was about 287,000?

The CHAIRMAN. 205,000. That includes the Marines.

Admiral PALMER. These men that we have now are all enlisted for a period of four years, 185,000.

Mr. BRITTEN. And in future those that you may get, for the period of the war. While you might look upon them as merely temporary and not part of the rgeular appointment, they also enlisted for the period of four years, so that you would have plenty of time to arrange your plans even though peace were declared quickly.

Admiral PALMER. I want it prepared so as not to lose my old men and leave the recruits in.

The CHAIRMAN. I think we will take care of the old men.

Mr. HICKS. I think we can take care of it after the war is over. Let us win the war first.

Admiral PALMER. Of the 228,000 we may not need all and we will recruit only those we need, but no one can foretell our needs up to the end of 1919, covered in this bill.

Mr. BRITTEN. Are your estimates in this appropriation bill based on this 228,000 men?

Admiral PALMER. Yes, sir. We furnished that to the Bureau of Supplies and they have based their money estimates all on that and that is what we are basing ours on.

The CHAIRMAN. Here is another little matter. I do not know whether you entered into it or not. I have a letter here from Mr. C. J. Gallagher, with reference to an increase in the pay of the watchmen down at the Naval Academy, and he says that the increase has been recommended. We appropriate for the pay of the watchmen in this bill, I believe, don't we?

Admiral PALMER. Yes, sir; under Naval Academy.

The CHAIRMAN. He said that it had been recommended by the Superintendent of the Academy but it had been disapproved by the Bureau of Navigation. Do you remember anything about that?

Admiral PALMER. I do not remember about that.

The CHAIRMAN. If you find anything about it will you put an explanation in so that we can have it?

Admiral PALMER. You will probably get Capt. Eberle up here and get that.

The CHAIRMAN. Yes, but if you have anything to add you can put it in.

Mr. BRITTEN. I would like to ask the Admiral if his bureau estimates were carried out, the amounts requested in this bureau were carried out in this bill, or if there were any reductions. I wish you would go down the line and tell the committee if reductions or refusals were made.

Admiral PALMER. I think that the things are in here practically as I submitted them. We had a conference in the department on this thing and they decided that certain things were not important now, and that they would not put them in. But I think these things are down just as I submitted them. Most of the things, of course, that effect our training stations come under Bureau of Yards and Docks, and I am concerned principally with the maintenance. Possibly the Naval Home has not included all that it wants, but they did not consider that a very vital matter at this time and they thought if you wanted to you could send for the superintendent of the Naval Home.

Mr. BRITTEN. Is the Naval Home in Philadelphia?

Admiral PALMER. A charitable institution.

Mr. BRITTEN. Did this conference take place after your bureau estimate was filed?

Admiral PALMER. We were asked to bring in our estimates. It took place after filing, and as far as my estimates are concerned they are practically what I put in for at this time.

The CHAIRMAN. And you are satisfied with what is in the bill?

Admiral PALMER. I am entirely satisfied with it. I might just add one thing about the reserves and the training, etc. I want to let the committee know of the splendid work they have done for us in the Atlantic Fleet. You know we started in here with reduced training stations, no place to put the people, and we took them out and put them aboard ship. The Atlantic Fleet under Admiral Mayo has come to time in the most splendid way in training engineer forces, signal forces, and petty officers, and it is only through them that we have been able to man this immense number of new ships, some 500 comparatively large ships, and a great number of smaller ones. That has all been due to the splendid work of the Atlantic Fleet. They have been grinding out these men with a fine course of training, and the fleet is deserving of the greatest credit.

The CHAIRMAN. We are glad indeed to hear that, and I may add that we expected that when the Navy was called upon to respond it would come quickly and rightly.

Mr. BRITTEN. I think at that point it might be well not only for Admiral Palmer to insert in the record the name of Admiral Mayo and the officer having this work in hand, but also the officers assisting him.

The CHAIRMAN. He embraced all of them. He said Admiral Mayo and all of the fleet. He could not put every officer in.

Mr. BRITTEN. That takes in all the ships?

Admiral PALMER. All of the ships here and abroad, including also the Pacific and Asiatic stations.

Mr. BRITTEN. I thought you had a special ship.

Admiral PALMER. No, sir; the Atlantic Fleet and the destroyers abroad.

Mr. ESTOPINAL. There is glory enough for all.

The CHAIRMAN. Admiral, we are very much obliged to you.

(Thereupon, at 3 o'clock p. m., the committee adjourned until tomorrow, Friday, January 18, at 10.30 o'clock a. m.)

[No. 4.]

**COMMITTEE ON NAVAL AFFAIRS,**
**HOUSE OF REPRESENTATIVES,**
**Washington, D. C., January 18, 1918.**

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. The committee will come to order.

## STATEMENT OF REAR ADMIRAL RALPH EARLE, UNITED STATES NAVY, CHIEF OF BUREAU OF ORDNANCE, NAVY DEPARTMENT.

The CHAIRMAN. Gentlemen, we have with us this morning Rear Admiral Earle, Chief of the Bureau of Ordnance. Turn to page 36 of the Book of Estimates. Admiral, I see that in the first item, "Ordnance and ordnance stores," you strike out the word "magazines" and insert "ammunition depots." Why do you do that?

Rear Admiral EARLE. The Navy Department changed the name of magazines to "ammunition depots" as being really a word that covers what the magazines are better than the word "magazines."

The CHAIRMAN. It is the phraseology?

Rear Admiral EARLE. It is phraseology. It is the same thing.

The CHAIRMAN. And I see that you have striken out the language, "For maintenance of the proving ground and powder factory" and have inserted "Necessary improvements at and maintenance of proving grounds, powder factory, torpedo stations, gun factory, and ammunition depots."

Rear Admiral EARLE. Yes, sir. The reason for that is that we wanted to cover everything that might come up during the year. "Maintenance" is a rather limiting word. A great many necessary things come up, for instance, at the proving grounds, if we have to make a new gun pit, or transfer a firing point from one place to another it is not properly maintenance; it is really an improvement.

The CHAIRMAN. And under the words "necessary improvements," do you contemplate under that language either to erect new magazines, buildings, or things of that sort?

Rear Admiral EARLE. If absolutely necessary, but that was not the intention at the time of writing it, because we had asked for necessary buildings; that is all we could foresee.

The CHAIRMAN. You have asked for specific ones was the reason I was asking you if under this general language you contemplated building additional magazines?

Rear Admiral EARLE. Not at the present time; no, sir. That was not the idea.

Mr. BROWNING. You want the power, if you need these additional magazines, to have them?

Rear Admiral EARLE. In case of emergency; yes, sir; and if we had sufficient funds left under the appropriation.

The CHAIRMAN. In making out the aggregate of this appropriation, as I understand you, you included no money for the specific purpose of building additional magazines?

Rear Admiral EARLE. There is no money in this for that.

The CHAIRMAN. That is the way I understood you. You have inserted after "Or operation of horse-drawn," "and motor-propelled passenger-carrying vehicles."

Rear Admiral EARLE. Yes, sir; we have to have them now.

The CHAIRMAN. That is for maintenance, repair, and operation. It is not for the purchase?

Rear Admiral EARLE. No, sir.

The CHAIRMAN. And you have some that it is necessary for you to keep in repair?

Rear Admiral EARLE. Absolutely so; yes, sir.

The CHAIRMAN. Then you make the language "naval proving grounds" and strike out "naval proving ground," and you strike out "Indianhead, Md." What do you have reference to in making that plural?

Rear Admiral EARLE. The reason for that is we have asked in this bill for the sum of $1,000,000 for an auxiliary proving ground.

The CHAIRMAN. Where is that to be located?

Rear Admiral EARLE. We intend to locate it on the Potomac about 21 miles by river below Indianhead, on the Virginia side.

Mr. OLIVER. In that connection it might be necessary for you to state to the chairman the imperative need for that as you now view it.

The CHAIRMAN. You say you have an estimate in here for it?

Rear Admiral EARLE. Yes, sir.

The CHAIRMAN. Well, we will come to that when we come to the specific estimate later on, and we will go into details then.

Rear Admiral EARLE. For that reason we added the "s" and made it "grounds."

The CHAIRMAN. The appropriations last year in the original bill and in the supplemental estimates you had in the original naval bill were $8,488,333 and then under the act of June 15, a deficiency of $16,905,366 and a second deficiency in October of $12,466,480.

Rear Admiral EARLE. Yes, sir.

Mr. BRITTEN. That is a total of $37,840,000 as against $24,200,000 required for this year, a reduction of $13,000,000.

The CHAIRMAN. That is $12,000,000 or $13,000,000 less than you had last year?

Rear Admiral EARLE. Yes, sir.

The CHAIRMAN. You estimate that that will be sufficient for your purposes?

Rear Admiral EARLE. Yes, sir; this was drawn up very carefully, Mr. Chairman.

NAVY DEPARTMENT,
BUREAU OF ORDNANCE,
*Washington, D. C., January 24, 1918.*

MY DEAR MR. CHAIRMAN: The appropriation "Ordnance and ordnance stores," as now worded does not specifically provide for the "maintenance" of the armor and projectile plant which will soon begin operations. It is therefore requested that provision for this purpose be made by changing the ninth line, on page 36 of the first draft of the naval bill, to read as follows: "stations, gun factory, ammunition depots, and armor and projectile plant."

Very truly, yours,

RALPH EARLE,
*Chief of Bureau.*

Hon. L. P. PADGETT, M. C.,
*Chairman Committee on Naval Affairs,*
*House of Representatives, Washington, D. C.*

The CHAIRMAN. Purchase and manufacture of smokeless powder, $2,400,000, instead of $1,800,000 last year. How are you getting along with the manufacture of powder at Indianhead? If there is anything that you are asking for that you do not want to go down into print, just indicate it, and we will have that eliminated. You might give us information here that you might not want put into print.

Rear Admiral EARLE. This additional sum for the manufacture of smokeless powder was asked for because it is contemplated to expend this sum in the manufacture of powder at the Government powder factory at Indianhead. This increase in the capacity of the plant is going on now rapidly under authority of the President given to us during the recess of Congress. The funds for this increase were obtained in this way: The appropriation for ammunition gave us a certain sum; if we manufactured all our powder and increased the powder factory by trebling it in size, we would possess a larger powder factory and would not pay any more than the amount asked, and so on that basis we are going ahead and increasing the powder factory. In other words, the difference in cost to the Government between buying the powder and making it is the difference between 53 cents and 40 cents per pound. Taking that difference and multiplying it by the number of pounds, we apply it to an increase in the powder factory.

Mr. HICKS. Does your cost at the Government plant at Indianhead cover everything in the way of overhead charges, which are taken into account in a private plant?

Rear Admiral EARLE. Yes, sir; the figure I gave you does, sir.

The CHAIRMAN. You are making it cheaper than I thought you could with the increase in the price of all material.

Rear Admiral EARLE. Last year we made powder for 31 cents, and that is cheaper than we ever did before, and that was notwithstanding the high prices of raw materials.

The CHAIRMAN. Does that 31 cents include what is known as red ink charges?

Rear Admiral EARLE. The red ink charges are 7 cents more.

The CHAIRMAN. And that would make 38 cents?

Rear Admiral EARLE. Yes, sir; and then in accounting we have added an interest on plant value, on what we call our plant value and also stock in suspension. We have actually spent $2,001,635, and the interest on that and the value of stock in suspension which, of course, we do not pay, brings the total ledger cost to the Government up to 40 cents.

The CHAIRMAN. That is for the present year?

Rear Admiral EARLE. Yes, sir; which was less than any other year before. That was largely due to improving methods and improving output per each man.

Mr. HICKS. Have you had any trouble in getting raw material for your powder?

Rear Admiral EARLE. Not yet, but we have been pretty busy. The transportation to Indianhead now is the hard part of it.

The CHAIRMAN. What is your capacity for manufacture at the present time?

Rear Admiral EARLE. About 24,000 pounds a day. We expect by July, if we are fortunate, to increase it to 40,000 pounds, and then, by November, up to 60,000.

The CHAIRMAN. Will the 60,000 pounds be the limit of your capacity of manufacture—60,000 pounds a day?

Rear Admiral EARLE. The plan is to be made on a safe basis of manufacturing 60,000. We hope to run up to 70,000.

The CHAIRMAN. But 60,000 is the safe basis?

Rear Admiral EARLE. The safe basis; yes, sir.

The CHAIRMAN. Sixty thousand pounds a day; what is your estimate for the yearly manufacture. What will be your estimate for the year? Do you expect to make 365 days in the year?

Rear Admiral EARLE. Three hundred days.

Mr. HICKS. Two shifts a day or three shifts?

Rear Admiral EARLE. We are running 24 hours; 18,000,000 pounds a year is what we are going to make. This figure of 18,000,000 pounds a year was decided upon after conference with the War Industries Board, the Army, and the French and English Governments.

Mr. BRITTEN. What different kinds of powder are you manufacturing down there?

Rear Admiral EARLE. We manufacture all calibers except small arms.

Mr. BRITTEN. We manufacture T. N. T. down south of Norfolk, don't we?

Rear Admiral EARLE. No, sir; that is a storage station.

Mr. HICKS. As I understand it, we do not manufacture any cordite, do we?

Rear Admiral EARLE. No, sir.

The CHAIRMAN. Will you answer Mr. Browning's question as to the purchase of your powder?

Mr. BROWNING. You said a few moments ago that this was to help the War Department and our allies?

Rear Admiral EARLE. Yes, sir.

Mr. BROWNING. I saw an article published a few days ago in one of the Washington papers that the War Department was going to build a large powder factory. Do you know anything about that?

Rear Admiral EARLE. Mr. Chairman, I believe the Army is building plants to make a million pounds a day—at Charleston, W. Va., Nashville, Tenn., and other places.

Mr. BROWNING. That will, of course, relieve the War Department to a large extent, and leave practically the private powder factories to the allies alone?

Rear Admiral EARLE. Yes, sir.

Mr. BROWNING. Admiral, can you tell us anything about the capacity of the powder plants on the other side? Are they enlarging their plants, which will practically put these private concerns out of business?

Rear Admiral EARLE. We have no definite information on the subject, but understand that the development of increased facilities for the manufacture of explosives has been largely suspended during the recent months on account of the difficulties of transportation of raw materials——

Mr. BROWNING (interposing). Then, practically our allies are practically not going to make any additional quantities of powder, so far as you know?

Rear Admiral EARLE. So far as I know, they are not developing any additional capacity abroad or in this country.

Mr. BROWNING. Is it your opinion that when you enlarge your powder plant or when the powder plants are finished, that the War Department is now building, that the Government will manufacture enough powder for its own uses?

Rear Admiral EARLE. The Navy probably will, but the Army will still have to buy powder from a private manufacturer. I might say, that the estimate of the Army's requirements was a tremendous figure. It took all the commercial powder up to the capacity in this country as well as all the Army plants.

Mr. BROWNING. I feel very much interested in the powder business. We have the largest plant in the world right in my district.

Rear Admiral EARLE. Yes, sir.

Mr. BROWNING. And I would not like to see anything done that would drive them out of business, because I think that the time will come when you will need them as well as your own.

Rear Admiral EARLE. Yes, sir; but you see the Army is not building out of the market at all. They have figured that they need this million pounds a day and the full capacity of every commercial plant that there is in this country.

Mr. BROWNING. In all probability we will need more before we are through than a million pounds a day.

This coal order, you have closed all of these factories that are making powder?

The CHAIRMAN. No, sir; they are all exempt.

Rear Admiral EARLE. I understood they were all exempt.

The CHAIRMAN. All war matters are exempt.

Mr. BROWNING. There were certain munitions and other manufactured things that were stopped.

Rear Admiral EARLE. I have a small list here of the plants that were allowed to work at the time I left the office this morning, and if it would be of interest I will read it.

Mr. BROWNING. I would like to hear it.

Rear Admiral EARLE. It is only a small list [reading]: American & British Manufacturing Co., Bridgeport, Conn.; Bethlehem Steel Co., South Bethlehem, Pa.; Bridgeport Projectile Co., Bridgeport, Conn.; Defiance Machine Works, Defiance, Ohio; Driggs Ordnance Co.; Savage Arms Corporation, Utica, N. Y., and Sharon, Pa.; General Ordnance Co.; Midvale Steel Co., Philadelphia, Pa.; Poole Engineering & Machine Co.; the Root & Van Dervoort Co., East Moline, Ill.; R. & V. Wagner Co., East Moline, Ill.; American Radiator Co.; Four Lakes Ordnance Co.; Alloy Steel Forging Co.; Crucible Steel Co., Harrison, N. J.; Erie Forge Co.; Inland Ordnance Co.; Tioga Steel & Iron Co.; Erie Forge & Steel Co.; Bausch & Lomb Optical Co., Rochester, N. Y.; International Arms & Fuse Co., Bloomfield, N. Y.; Waterbury Tool Co., Waterbury, Conn.; Ingersoll-Rand Co., Phillipsburg, N. J., and Easton, Pa.; E. W. Bliss Co., Brooklyn, N. Y.; Sperry Gyroscope Co., Brooklyn, N. Y.; John Thompson Press Co., Long Island; Ford Apparatus Co.; H. E. Boucher, New York; L. E. Knott Co., Boston, Mass.; Platt Iron Works, Dayton, Ohio; Linderman Steel & Machine Co., Muskegon, Mich.; Himoff Machine Co., New York; Machine Products Co., Wickliffe, Ohio; R. K. Le Blond Machine Tool Co., Cincinnati, Ohio; Niles Bemont Bond Co., Hamilton, Ohio; T. C. Dill Machine Co., Philadelphia, Pa. (oil power); Derby Manufacturing Co., Derby, Conn.; New Jersey Tube Co.,

Harrison, N. J.; Trodegar Co., Richmond, Va.; Spencer Engineering Co., Toledo, Ohio; American Car & Foundry Co., Berwick, Pa.; Worthington Pump & Machinery Co., Hazelton, Pa.; Clark & Co., Ardmore, Pa.; Washington Steel & Ordnance Co., Giesboro Manor, D. C.; Harrisburg Pipe & Pipe Bending Co.; Westinghouse Machine & Engine Co., Pittsburgh, Pa.; Bridgeford Machine Tool Co., Rochester, N. Y.

Mr. KELLEY. Those are plants manufacturing for the Navy exclusively?

Rear Admiral EARLE. Yes, sir.

Mr. BRITTEN. They are not, however, the only plants authorized to operate. I am not talking about the Navy, I am talking about the only plants——

Rear Admiral EARLE (interposing). Those are the ones I had at the time I left the office this morning.

Mr. HICKS. I do not believe the admiral would naturally be familiar with matters pertaining to anything outside of the Navy.

Rear Admiral EARLE. No. We have tried this morning to get the exemption extended to the Bausch & Lomb Optical Co. The trouble is they make all the glass in their own factory. It takes 10 days of uniform heat to make one melting, and, of course, this one day off would prevent us from getting any optical glass until April.

Mr. BRITTEN. And notwithstanding that you say the factory shut down this morning?

Rear Admiral EARLE. Yes, sir; it had to. The trouble was that this optical company gets their heat from the gas company of Rochester, N. Y., and the gas company was only allowed to deliver gas for domestic purposes.

Mr. BRITTEN. Was the Ordnance Bureau consulted about the preparation of this fuel order at all?

Rear Admiral EARLE. No, sir.

Mr. BRITTEN. So that up to the present time at least this optical concern is the only one that affects the Ordnance Bureau of the Navy Department?

Rear Admiral EARLE. We have got a list—I think there are about 40 or 50 concerns that shut down that are very vital to us.

Mr. HICKS. How long a delay would you figure this would entail on the Navy Department?

Rear Admiral EARLE. We may not get optical glass now until April, if the order is enforced in case of certain industries.

Mr. HICKS. Otherwise when would you get it?

Rear Admiral EARLE. We were getting it every day.

Mr. BRITTEN. What would you figure the loss to be at that glass factory?

Rear Admiral EARLE. I know the plant cost $600,000.

Mr. BRITTEN. And it is entirely under the control of the Navy Department?

Rear Admiral EARLE. But they are working for the Army as well as the Navy.

Mr. BRITTEN. But the entire management of the plant is under the Navy Department at the present time?

Rear Admiral EARLE. No; the Crown Optical Co., in Rochester is, but the entire product of this plant is taken for the Navy Department.

Mr. BRITTEN. Does the Crown shut down?

Rear Admiral EARLE. No, sir.

Mr. HICKS. But they are under the direct control of officers of the Navy Department?

Rear Admiral EARLE. Yes, sir; on the spot.

Mr. HICKS. I remember the other day before our subcommittee that they were not turning out as much as you thought they should, and since the Government control they are turning out their maximum capacity?

Rear Admiral EARLE. Yes, sir.

Mr. BUTLER. I notice here some language, "necessary improvements at and maintenance of proving grounds, powder factory, torpedo stations, gun factory, and ammunition depots." Is that with a view of maintaining these establishments at the same rate of speed they are running right now for all time to come?

Rear Admiral EARLE. That is only a war measure. That will drop down, of course.

Mr. BUTLER. But are these improvements you are proposing to make permanent in character?

Rear Admiral EARLE. If we make them we had rather make them of a permanent character.

Mr. BUTLER. Therefore, if we succeed in this war we should adopt the policy of the President of the United States—with which I am most thoroughly in agreement—we would not need all of this when the war is over. Am I asking you too hard a question?

Rear Admiral EARLE. That would be only a matter of opinion.

Mr. BUTLER. But if the armaments are reduced, as the President suggests, and as I hope will be accomplished when the war is over, we will not need all of this.

Commander KEARNEY. Before we reduce them we must get to another position. These are to get us to that position.

Mr. BUTLER. Is this entirely and absolutely for war at this time?

Commander KEARNEY. Yes, sir; it is.

Mr. HICKS. I think we ought to develop a little more the effect of this fuel order after the recess.

(The committee thereupon stood in recess for 10 minutes.)

The CHAIRMAN. Take up the next item:

For naval gun factory Washington, D. C. New and improved machinery for existing shops, $500,000.

You need that for your shop down here?

Mr. BUTLER. We have provided for the shops to be built, haven't we?

The CHAIRMAN. Yes, sir.

Rear Admiral EARLE. I will explain this. I might say that the estimate submitted by the yard was $5,743,157. We authorized for purchase out of "torpedoes and appliances" the sum of $243,420, which made that amount $5,499,737, and of this we included in the December definiency bill which is coming up before Congress $2,000,000, so that the balance required actually is $3,499,737. The department allowed $2,500,000, so that we are short on the amount of this bill $999,737.

The CHAIRMAN. You mean the $500,000 does not meet the requirements?

Rear Admiral EARLE. It is not enough; no, sir. You see, this new machinery for existing shops $500,000, that is correct, that item.

The CHAIRMAN. And machinery for new gun shop is $2,000,000.

Rear Admiral EARLE. $2,000,000.

The CHAIRMAN. Is that sufficient?

Rear Admiral EARLE. That is deficient by about $999,000.

The CHAIRMAN. You need $999,000?

Rear Admiral EARLE. No, sir; we need $999,000 more. I said $2,999,000.

Mr. HICKS. Have we passed beyond the point where we can refer to the fuel order?

The CHAIRMAN. If you want to take it up, we can turn back.

Mr. HICKS. There is one point I want to ask about, and that is this. As I understand from the admiral, the Ordnance Department, was not consulted at all before that order was put into effect even though it affects seriously ordnance supplies. Has the Ordnance Department tried to have that order restricted by going to the proper authorities?

Rear Admiral EARLE. We have taken it up with the proper authorities. Of course, the Secretary was consulted and he really spoke for the Bureau of Ordnance, although he did not call us into conference with him.

Mr. HICKS. And the Secretary approved the order?

Rear Admiral EARLE. The Secretary approved the order; yes, sir.

Mr. VINSON. And you say that 50 firms manufacturing things for the Navy are affected by this order?

Mr. HICKS. As I understand, the Secretary of the Navy approved of this order, even though the Navy Department was going to suffer by having the order executed? Do you know his reasons for approval?

Rear Admiral EARLE. Yes, sir. I understand his point of view was this: That it was necessary, and the only way to relieve the shortage of fuel.

Mr. VINSON. You have how many naval contracting firms tied up on account of this order, approximately?

Rear Admiral EARLE. I have had it added up. Directly under the Bureau of Ordnance there are 54.

Mr. VINSON. Are they making important things that the Navy absolutely needs immediately?

Rear Admiral EARLE. They are making guns, mounts, and shells, practically all of them.

Mr. VINSON. And that is going to be stopped by this order?

Rear Admiral EARLE. For that length of time.

Mr. VINSON. I understand; for that length of time.

Mr. KELLEY. And the order so affects the manufacture of optical instruments that they can not make delivery of them until April?

Rear Admiral EARLE. Yes, sir; but I hope that that will be revoked. As I said, we are making a desperate effort to get it, and I have every reason to believe that they will be exempted by Dr. Garfield. It was sent to him as an urgent matter this morning by the Secretary.

Mr. VINSON. I wanted an explanation why the Navy did not get the things they needed in the proper time.

The CHAIRMAN. It might cause some delay to them, but as a matter of fact we are not suffering for shells at this time.

Mr. ESTOPINAL. We are not using any at this time.

Rear Admiral EARLE. We are using a great many.

Mr. BRITTEN. The admiral said a moment ago that the delay occasioned by this fuel order would result in not less than 15 days loss in many directions. He said a while ago that between 40 and 50 of the manufacturing plants of the country manufacturing ordnance for which we are to appropriate now in this bill would be affected by this shutdown, that between 40 and 50 of them are shut down now. I think the committee ought to know the character of the factories that are shut down and just what they are delivering to the Navy, how serious the loss and inconvenience, and if necessary a recommendation from the committee or from the chairman to the Secretary of the Navy, and a request that those factories be put upon the exempted list. The committee ought to act on that and unless there is some objection I should like to take that up now. There are between 40 and 50 that are exempt. Just go down the list and give us the factories.

Rear Admiral EARLE. I can give you the exact number.

Mr. BRITTEN. What is the exact number?

Rear Admiral EARLE. There are 54 manufacturers on special ordnance contracts. There are 216 firms manufacturing on ordnance contracts that are tied up with this 54.

Commander KEARNEY. That is an average allowance of four subcontracts for every direct contract.

Rear Admiral EARLE. That makes 270 firms having ordnance contracts placed through the Bureau of Supplies and Accounts. There are also approximately 100 direct contractors and 400 subcontractors. The point of view is entirely which is the best. If the order is not enforced, we may not get the benefit of the order. That is the way I feel about it.

Mr. BRITTEN. You say if the order is not enforced, we may not get the benefit of it. What do you mean by that?

Rear Admiral EARLE. The order is made to relieve the fuel shortage on the ocean and get these ships away with their cargoes that are needed by the allies.

Mr. BRITTEN. These very large manufacturers, have they plenty of coal?

Rear Admiral EARLE. The Midvale Co. and the Bethlehem Co. are both very short of coal. Bethlehem shut down last Friday.

Mr. TALBOTT. Without the order?

Rear Admiral EARLE. Yes, sir.

Mr. TALBOTT. So they are in the market for coal?

Rear Admiral EARLE. Yes, sir.

Mr. TALBOTT. How about the Midvale?

Rear Admiral EARLE. They shut down for two days, but they are operating at the present time.

Mr. TALBOTT. For lack of coal?

Rear Admiral EARLE. Yes, sir.

Mr. BROWNING. There is another phase of this question that came up by a telegram I received from the board of trade of my city, stating that one of the troubles was going to be that the employees in the shut-down plants would probably seek to get positions with

the plants that are running and when the time came to go back, if they had steady work they would not get them back. That is another phase of this situation that has been taken up at our place where we have some 375 manufacturing plants.

The CHAIRMAN. I think we are going to find that this is like a great many other things, that when the first flash goes out, it is represented as a great deal worse than it really is.

Mr. TALBOTT. It is exaggerated.

The CHAIRMAN. I have never known yet where there was an overflow of a river that the people did not send out information that the damage done was greater by four or five times than it really was. The question comes in a broad way and there are two sides to this question.

Mr. HENSLEY. Did not we vote that authority in these gentlemen who are exercising this power now?

Mr. VINSON. No; no authority to keep a man from using what he has.

The CHAIRMAN. Let us get back to the matter here. Admiral, I would like to ask you a question. You stated that you would need $999,000 additional to the $2,000,000 item that is in the bill, on page 39, at the top of the page, for machinery and equipment for new gun shops. Is it essential that you should have that $999,000? In other words, can you expend it, and will you need it?

Rear Admiral EARLE. Yes, sir; we think we can get the machinery, and it will make an output of guns more than double what we are having now.

The CHAIRMAN. What I am speaking about is, you will have the $2,000,000 provided for now. The $999,000—is that needed to get machinery during this year?

Rear Admiral EARLE. Yes, sir.

Mr. BRITTEN. Where is the $999,000?

The CHAIRMAN. He has stated that he needed that much more, and I was asking him about the necessity for it, and he said that he needed it.

Mr. BRITTEN. I did not hear that.

Mr. HICKS. The Ordnance Department has on hand an ample supply of guns for the immediate present needs, haven't they?

Rear Admiral EARLE. We have on hand all the guns needed to meet present demands and necessities, but the demands are increasing, and the necessities are increasing from time to time, and we must increase our supplies from time to time. Our forging plant at the navy yard is not very large at the present time.

Mr. BRITTEN. How about Charleston, W. Va.

Rear Admiral EARLE. That plant is not ready.

Mr. BRITTEN. When will that be ready?

Rear Admiral EARLE. We hope to turn out the first gun the 1st of June.

Mr. FARR. Are we enlarging our output?

Rear Admiral EARLE. Tremendously; yes, sir. It is practically 100 per cent in all departments at the Naval Gun Factory.

Mr. BRITTEN. Do the department estimates or the estimates furnished by the gun factory provide any other amounts besides this $999,000 that have not been included in the bill; and if so, will you enumerate those?

Rear Admiral EARLE. There is $2,000,000 in addition to this sum in the deficiency bill that was allowed by the department.

Mr. BRITTEN. There is $2,500,000 in the deficiency bill of October 6.

The CHAIRMAN. But not the pending deficiency bill. There is $2,000,000 in the pending deficiency bill in the House, in addition to the $2,000,000 that is included here for the next fiscal year.

Mr. BRITTEN. You mean $2,500,000 more?

The CHAIRMAN. Yes. The $2,500,000 here, and then there is $2,000,000 in the pending deficiency bill in the House to supplement for the same purpose.

Mr. BRITTEN. It is not exactly the same purpose. It is an increase. Is this $999,000 to be taken out of the $2,000,000.

Rear Admiral EARLE. No; it is added to the $2,500,000.

Mr. BRITTEN. Is there anything else besides this $999,000 and the amount that is now being considered by the Appropriation Committee that was requested by the bureau or by the Naval Gun Factory that has not been incorporated in the bill; and if so, what is it?

Rear Admiral EARLE. Not that we have taken up as yet, but I was going to come to that. The gun factory's total now is correct.

The CHAIRMAN. There are a lot of other items further along in the bill that we come to under public works.

Mr. BRITTEN. Under ordnance?

Rear Admiral EARLE. Under ordnance; yes, sir.

Mr. BRITTEN. If there is no objection, while he is right at that point——

The CHAIRMAN. We will come to that; they are all mentioned specifically by name.

Mr. BRITTEN. All right; I have no objection to that.

Mr. KELLEY. What I wanted to inquire was about how long it would be before the money appropriated already for this yard can be expended?

Rear Admiral EARLE. When we went over the estimates we had to put in this $2,000,000 because we found that we were already overobligated.

Mr. KELLEY. I do not mean that. How long have you made your contracts? How long will it be before the factory will be erected and be in running order?

Rear Admiral EARLE. There are various dates on which the different shops will begin operations. We expect one part of the factory to be doubled in June, another one comes along in August, and others on various dates. The heavy expense is on the 16-inch .50-caliber guns. We practically are going to make these heavier guns here.

Mr. FARR. What per cent of the hundred per cent increase is now in operation, approximately?

Capt. WILLARD. Have increased since the war started practically double the number of employees, and that means that we have practically doubled the output on spare parts and smaller parts that are not limited by the machine capacity which we were running 24 hours before. For instance, all of our big lathes, up to even a year before the war, we were running 24 hours a day full capacity. We have not been able to increase that capacity, but the smaller machines many of them that were not run 24 hours, they are putting on three shifts.

We have practically doubled the capacity on the smaller and replacement parts.

Mr. KELLEY. How many men are employed now at the yards?

Capt. WILLARD. To-day there are about 8,500.

Mr. TALBOTT. About 8,500 at the navy yard?

Capt. WILLARD. Yes, sir.

The CHAIRMAN. Admiral, I would like to ask you a question. You stated a moment ago that we were prepared to make at this factory here the 16-inch caliber gun. So far as you know is any other nation putting on its battleships a gun equal to that?

Rear Admiral EARLE. No, sir.

The CHAIRMAN. I did not know of any and had not heard of any.

Rear Admiral EARLE. Our intelligence reports show that there are none as big as or equal to that gun, as yet.

Mr. KELLEY. Are you going ahead as rapidly as you did formerly with the big guns or are you centering mostly on small guns?

Rear Admiral EARLE. We have had to concentrate practically entirely on the 5 and 4 and 3-inch calibers since the war broke out.

Mr. HICKS. Are not we supplying a certain amount of guns to the allies?

Rear Admiral EARLE. Yes, sir.

Mr. FARR. Have we completed some of the 16-inch guns?

Rear Admiral EARLE. Yes, sir; we have.

Mr. LITTLEPAGE. How many acres have you acquired down there in West Virginia?

Rear Admiral EARLE. Two hundred and seven acres.

Mr. LITTLEPAGE. In your estimates here, have you made any allowance for the development of the coal that is underlying that tract, for Government use?

Rear Admiral EARLE. No, sir; you mean the coal underlying that land?

Mr. LITTLEPAGE. Yes, sir.

Rear Admiral EARLE. We thought that would have to come after we got out there and after we got to working.

Mr. LITTLEPAGE. The drilling around it shows about a 5½-foot seam of coal under that property?

Rear Admiral EARLE. Yes.

Mr. LITTLEPAGE. Don't you think that the Government could mine its own coal and save about a dollar a ton if that be true?

Rear Admiral EARLE. The Geological Survey does not seem to think that there is going to be enough under there to work it.

Mr. LITTLEPAGE. You got that from Prof. White, of West Virginia?

Rear Admiral EARLE. Yes, sir; he advocated the purchase of the gas lands in West Virginia.

Mr. LITTLEPAGE. He is not infallible?

Rear Admiral EARLE. No, sir; nobody is.

Mr. LITTLEPAGE. I had a personal letter from him in which he said there was no coal or gas under a certain tract of land, but they are getting 64,000,000 feet out of that, and there is oil there. That is on Big Sandy Creek, at Elk River.

The CHAIRMAN. That goes to show that you want to investigate it fully later on.

Rear Admiral EARLE. Yes, sir; we intend to do that.

Mr. HENSLEY. You said you were supplying some of our allies with guns, etc. Are we supplying them from our Government yards? Is the Government engaged in making guns going to the allies now at this time?

Rear Admiral EARLE. Not specifically so. After the gun is finished it goes to the man who has the most need for it, apparently. Our allies are reimbursing the Government, although they do not reimburse an ordnance fund. None of this appropriation asked for here will ever be reimbursed, but the Treasury will be reimbursed immediately.

Mr. HENSLEY. That was not my point. It was not my impression that we were furnishing the guns to the allies—that is, from our governmental yards and factories.

Rear Admiral EARLE. We have furnished several guns, the 5-inch guns especially.

Mr. BRITTEN. We furnish guns not only to our allies, but to any neutral ships requesting them, if we can?

Rear Admiral EARLE. Yes, sir.

Mr. BUTLER. That is not to our disadvantage then, that we are supplying guns to our allies?

Rear Admiral EARLE. No, sir.

Mr. BUTLER. Not at all. I had heard the contrary, that we were depending upon others. It indicates that our Navy Department was not only sufficient for our own purposes, but we arm others.

Mr. TALBOTT. These guns are being furnished by the naval Bureau of Ordnance but not for the Army?

Rear Admiral EARLE. No, sir.

Mr. TALBOTT. Not by the Secretary's bureau?

Rear Admiral EARLE. No, sir.

Mr. VINSON. Are these new guns or guns taken from war ships?

Rear Admiral EARLE. Most are new and reserve guns, and a few have been taken from war ships.

Mr. BUTLER. What sort of warships?

Rear Admiral EARLE. From the battleships. They found that they did not want them.

Mr. BUTLER. We have not reduced the fighting capacity of our ships?

Rear Admiral EARLE. No, sir.

Mr. FARR. Have we dismembered some of our fortifications?

Rear Admiral EARLE. No, sir.

Capt. KEARNEY. Only by hearsay.

Rear Admiral EARLE. The Army has only asked for 6-inch, 8-inch, 10-inch, and 12-inch guns.

Mr. FARR. They are not ready to use them?

Rear Admiral EARLE. No; they are making some changes in that I believe.

The CHAIRMAN. The next item is the naval proving ground, at the bottom of page 39, for increasing facilities for the proof and tests of ordnance material, including necessary buildings, construction, equipment, railroad facilities, land and damages and losses to persons, firms, and corporations resulting from the procurement of the land for this purpose, etc., $1,000,000. Tell us all about that item; what lands you are expecting to get, for what purpose, the need for it,

and full information as to the necessities for this additional proving ground.

Rear Admiral EARLE. I will insert that statement.

(See statement appended, marked "Exhibit A.")

Mr. OLIVER. Is it of such importance that you feel an authorization should be made at the earliest possible time?

Rear Admiral EARLE. I feel that we should have had the authorization a long time ago.

Mr. FARR. Is it an improvement that should be made irrespective of the war?

Rear Admiral EARLE. Absolutely necessary; yes, sir.

Mr. HICKS. Could you do any work over there on that ground at this time of the year?

Rear Admiral EARLE. Yes, sir. The instant that appropriation is available we can get the ground. We have not even got that now. We have got options on it.

Mr. HICKS. You could not do any work on clearing it up during this winter, could you?

Mr. FARR. How many acres are there?

Rear Admiral EARLE. We want to purchase about 1,000 acres. That is practically the size of the proving ground.

The CHAIRMAN. Instead of stating it in acres, what would be your linear distance?

Rear Admiral EARLE. We have a range there of 80,000 yards.

The CHAIRMAN. What width would it give you generally?

Rear Admiral EARLE. About 4 miles. A perfectly safe width.

The CHAIRMAN. Fonr miles, and 80,000 yards long?

Commander KEARNEY. Twenty miles long.

The CHAIRMAN. Eighty thousand would be 40 miles—that is, 40 sea miles—and that would be 46 land miles. Instead of 1,000 acres, you mean something like 100,000 acres?

Rear Admiral EARLE. No, sir; this is a water range on the Potomac.

The CHAIRMAN. I am talking about the dimensions of the land you want to get.

Rear Admiral EARLE. It is located on a point.

Capt. KEARNEY. We shoot over the water.

The CHAIRMAN. The land does not go the full length of the range?

Rear Admiral EARLE. Not at all.

The CHAIRMAN. So that you test out on the water instead of on the land?

Rear Admiral EARLE. Yes, sir.

The CHAIRMAN. That is what I wanted to get at.

Mr. BUTLER. Will you tell us how much an acre this land is liable to cost?

Rear Admiral EARLE. $100,000, I figure on.

Mr. BUTLER. That would be $100 an acre?

Rear Admiral EARLE. Yes, sir.

Mr. BUTLER. For that land down there?

Rear Admiral EARLE. Yes, sir.

Mr. MUDD. That is on the Virginia side?

Rear Admiral EARLE. Yes, sir.

Mr. WILSON. Do your investigations indicate that this place is the best place for your purpose?

Rear Admiral EARLE. We have been at it for a great many years, and I think that it is the only place that will give us proving grounds without large expense.

Mr. WILSON. This will be used in connection with your present proving grounds?

Rear Admiral EARLE. We only intend to use it for such guns as can not be safely tested at the present grounds.

Mr. MUDD. Haven't you a map showing the straight away course of that range?

Rear Admiral EARLE. Yes, sir.

Mr. LITTLEPAGE. Within what radius will the yolk of eggs be bursted by the firing of big guns?

Rear Admiral EARLE. I can state from personal experience in that. I used to live at Indianhead, and we always were more successful with eggs right immediately under the guns practically, within 200 or 300 yards, than anybody was around the country. It does not seem to bother the hen at all.

The CHAIRMAN. What is the distance as the crow flies from this new point——

Rear Admiral EARLE. About 15 miles.

The CHAIRMAN. What is the distance as the navigation will run?

Rear Admiral EARLE. About 22 miles.

The CHAIRMAN. Have you any other approach to it except by water? Is there any railroad communication with it?

Rear Admiral EARLE. The proposed railroad, the Washington & Newport News Short Line, will come right by it. We hope that will be built some day. The only other railroad we have is the Pennsylvania branch to Popes Creek, across the river.

The CHAIRMAN. About how far?

Rear Admiral EARLE. About 4 miles.

The CHAIRMAN. The proposed road that they were talking about building to Indianhead, that is being contemplated now, would that extend down to that other point, or would it stop at Indianhead?

Rear Admiral EARLE. If the Government built it, I would like to have it built down to that point, but I doubt if we could ask that.

The CHAIRMAN. At the auxiliary grounds, where you are testing big guns, fuses, etc., and maintaining at Indianhead the larger share of the activities, would you need anything further than water communication?

Rear Admiral EARLE. It is not so absolutely necessary; no, sir.

The CHAIRMAN. It would not be as necessary to have it at this auxiliary one as at Indianhead?

Rear Admiral EARLE. No, sir. At Indianhead, Mr. Chairman, the most vital need in the way of railroad communication is for the powder factory—its raw material.

The CHAIRMAN. I understand, so that you would not have the same demands that the others have because you would transport the guns across.

Rear Admiral EARLE. That is practically all the material there is—guns and shells and powder.

The CHAIRMAN. I would like to ask you for the record if the range of gun firing from this point would interfere with the navigation of the Potomac River or the Chesapeake Bay? Would there be a conflict between your operations and the sailing of ships?

Rear Admiral EARLE. There is very little traffic in this part of the river, and we anticipate very little conflict.

The CHAIRMAN. I have understood that in firing from Indianhead into the water you had very great conflict; that we had in some instances to reimburse the inhabitants for damages done on land from the ricocheted shells?

Rear Admiral EARLE. That was right on the proving ground; right on the neck itself.

The CHAIRMAN. Some years ago it was represented to us that if you attempted to fire a long range on the water from Indianhead, that the bulk of the traffic was so great up and down the river in conflict that you had to watch carefully and send out couriers to clear the water?

Rear Admiral EARLE. We have had to do that. We would have to do something similar down below.

Mr. TALBOTT. They have to do it at the Army proving grounds, too?

Commander KEARNEY. Probably more than we do.

The CHAIRMAN. Would you have as much danger of conflict at this new point as at Indianhead for the long-range firing?

Rear Admiral EARLE. From what we can learn we will not have as much. We have looked into the traffic of the river.

Mr. TALBOTT. Have you ascertained about what it will cost to purchase the land and install the plant?

Rear Admiral EARLE. Yes, sir; a million dollars covers it.

Mr. BUTLER. Will the admiral leave that itemized statement?

The CHAIRMAN. He can put it in the record.

Mr. BUTLER. Will you leave the map so that we can look at it?

Rear Admiral EARLE. Yes, sir.

(See statement appended, marked "Exhibit A.")

The CHAIRMAN. Is there anything further you wanted to say with reference to that?

Rear Admiral EARLE. I would like to say about the necessity of firing the heavy guns——

Mr. BUTLER (interposing). Do you think we ought to give you the authorization in advance of the appropriation here?

The CHAIRMAN. This is the appropriation and the authorization at the same time. It is all in one.

Mr. BUTLER. Ought we to wait for the appropriation bill or ought we to do it earlier?

The CHAIRMAN. We hope to get this bill in in a few weeks.

Rear Admiral EARLE. We should like to get it immediately if we could.

The CHAIRMAN. We are going to provide to make the appropriation immediately available in the bill.

Mr. BRITTEN. How soon is the Committee on Appropriations likely to report on that deficiency bill they are working on?

The CHAIRMAN. I do not know.

Mr. BRITTEN. If the committee is convinced that this particular item ought to be cared for, what would be the objection to transferring that item over there?

Mr. TALBOTT. It is a bad precedent under present conditions.

Mr. BRITTEN. I do not like the idea myself, but if it is the view of the department that it ought to be done——

The CHAIRMAN (interposing). Another thing is, on land purchases, in that committee you can not get it through.

Mr. BRITTEN. Was $1,000,000 estimated by the bureau to be sufficient?

Rear Admiral EARLE. The bureau estimated $2,000,000.

Mr. BRITTEN. Why was the amount cut down to a million dollars?

Rear Admiral EARLE. I think the Secretary thought we could do it on less.

Mr. BRITTEN. What passed between the bureau and the Secretary to indicate that it ought to be cut a million dollars?

The CHAIRMAN. Let me suggest, gentlemen, that if you appropriate $2,000,000 those fellows down there will set their figures so as to get the $2,000,000 and if we set it at $1,000,000 like we did with the Jamestown property we are in better position to get it for that amount.

Mr. BRITTEN. Only $100,000 of it goes to the purchase of the land.

Rear Admiral EARLE. The only thing I fear is that the amount allowed for the purchase of land is too small.

The CHAIRMAN. But the $1,000,000 is available for that.

Mr. BUTLER. You can use $1,000,000 for the land if you want to.

The CHAIRMAN. And it does not limit the whole cost. If you need more you can come and ask for it in the next bill.

Mr. TALBOTT. If you appropriate any amount for land a fellow thinks you have already put a value on his land and he wants to get it.

The CHAIRMAN. Was there anything else you wanted to say?

Rear Admiral EARLE. I just wanted to point out quickly the further needs for this proving ground.

Mr. OLIVER. How long will it take to get that in shape?

Rear Admiral EARLE. I think we can begin firing in about four months.

Mr. TALBOTT. Have you inspected any other locations to find out if you could get an entirely new location?

Rear Admiral EARLE. Yes, sir. This is all in the proposition here to show you exactly what we do need.

The CHAIRMAN. I will ask you to put in the hearing anything that you have so as to make it complete. Have you anything that you want to submit before we take up questions with you?

Rear Admiral EARLE. I will insert that statement.

The CHAIRMAN. All right. Set out what you wish. We want to get that fully.

(See statement appended, marked "Exhibit A.")

Mr. TALBOTT. We are using the armor-piercing shell entirely, aren't we?

Rear Admiral EARLE. Yes, sir. We ought to test all ammunition in the manner in which it comes aboard ship. If we had done that we would not have had that trouble on the *Mongolia*, but this auxiliary proving ground would make that possible. We could not do that on account of the danger to the people.

Mr. BUTLER. There is a difference there of $900,000 on this item $100,000 for the ground.

The CHAIRMAN. And the $900,000 is for the improvement and the equipment, the installation of the machinery, etc.

Mr. BUTLER. In other words, it is like the fellow said at the hotel when the clerk told him it was $5 a day and upward. He said he did not mind the $5, but it was the upwards.

Rear Admiral EARLE. I think the land may be two or three times what they are now estimated.

Mr. BUTLER. You think the land is likely to cost us $200 or $300 an acre?

Rear Admiral EARLE. I do not know how much it will come to, but we provided in the bill so that the President can take it.

The CHAIRMAN. The President can take it like he did the other and value it.

Mr. HENSLEY. When we had the matter up here about purchasing additional land for the dairy over in Maryland, it was stated that there was no authority to get options on land.

Rear Admiral EARLE. There is not, either.

The CHAIRMAN. And these are not binding. The fellows have simply said what they would do.

Mr. HENSLEY. There should be some sensible way of doing it.

Mr. MUDD. I will ask you if it is not a matter of immediate necessity to build a railroad to that station at Indianhead in view of the fact that we have no other means of transportation?

Rear Admiral EARLE. It is absolutely necessary to get a railroad to Indianhead as soon as possible.

The CHAIRMAN. We had that matter up and carried it over and we expect to have the Secretary on that next week. The Government was to advance $365,000, I believe it was, and they were to build the road and then they were to pay it all back to the Government in freight.

Mr. BUTLER. Who is to pay it back?

The CHAIRMAN. The company would pay it back.

Mr. BUTLER. Do we get any security for that?

Rear Admiral EARLE. The bill provides for security.

Mr. BUTLER. If they get Liberty bonds as security it will be all right.

The CHAIRMAN. We will take that Indianhead matter up in the bill itself.

Mr. BRITTEN. One more question. The Admiral stated a while ago that the bureau's original estimates contemplated more than 1,000 acres. How much more than 1,000 acres did your estimates contemplate?

Rear Admiral EARLE. No; I meant to say it contemplated 1,000 acres. The amount we figured on to be necessary was $2,000,000, but that has been cut to $1,000,000, and we are doing our best to get it within that $1,000,000.

Mr. BRITTEN. Is that reduction in the estimates going to proportionately reduce the acreage of the lands you are going to buy?

Rear Admiral EARLE. We are going to reduce it to the very smallest amount that we can get along with.

Mr. BRITTEN. Because your estimate was reduced $1,000,000, or 50 per cent, you are not going to reduce your purchase of land 50 per cent, are you?

Rear Admiral EARLE. No, sir; we are going to try and come within the estimates if we possibly can.

The CHAIRMAN. And get the necessary amount of land?

Rear Admiral EARLE. We will get the necessary amount of land.

Mr. KELLEY. Suppose you are able to buy the land for $100,000, will the other $900,000 do for what you intend to do?

Rear Admiral EARLE. Yes, sir.

Mr. VINSON. Suppose the land cost you $200,000, will the amount left be insufficient?

Rear Admiral EARLE. No, sir; the railroad is necessary; that costs $175,000; the dock and tide bridge will cost $100,000; land, $100,000; one smokeless-powder magazine, $5,000; one black-powder magazine, $5,000; shell house, $5,000; gun pits, $20,000; power house, $50,000; purchase of houses that are already there, $50,000.

Mr. HICKS. What do you mean by purchase of houses that are already there?

Rear Admiral EARLE. Houses that are on the land.

Mr. HICKS. When we buy the land do we not also buy the improvements that are on the land?

Rear Admiral EARLE. I have estimated that. Bombproofs, $30,000; lookout towers, $15,000; work shop, $10,000; employees' barracks, $24,000; screen poles, $5,000; small boat anchorage and docks, $4,500; office chronograph room and instruments, $15,000; water system, $5,000; telephone system, $1,000; ranging stations, land, and shelters, $10,000; miscellaneous, $25,500; steam locomotive or crane transfer, $15,000. That makes a total of $670,000 for the auxiliary station. The purchase of land on Cornwallis Neck at Indianhead, in order that we can test fuses is $80,000; shell butts, $30,000; chronograph lines, $5,000; railroad tracks, $150,000; rolling stock, $25,000; telephone system, $5,000; shelters, $10,000; land below Stump Neck, $15,000; miscellaneous, $10,000.

Mr. KELLEY. That makes $2,000,000?

Rear Admiral EARLE. That makes $1,000,000.

Mr. KELLEY. What is the other million?

Rear Admiral EARLE. I cut everything down in order to bring it within the million.

Mr. VINSON. Judging from the itemized statement the land is estimated at $150,000.

Rear Admiral EARLE. $150,000 plus $80,000 for the land at Cornwallis Neck. That latter is so as to get rid of the people who are now living where shells fall around them.

Mr. LITTLEPAGE. Will it be necessary to purchase land to get rid of them if the shells fall close to them?

Rear Admiral EARLE. It will; yes, sir. We have two or three long petitions recently by the inhabitants on that particular peninsula asking us to either buy the land or to stop shooting. They are all ready to leave in case we will give them a moderate price for their land, but without us buying it they say there is no way for them to go anywhere else.

Mr. BRITTEN. Was this $670,000 going into the auxiliary plant?

Rear Admiral EARLE. $670,000 and $330,000 is going into the present plant.

Mr. BUTLER. In estimating this land at $100 an acre, did you include the buildings on it?

Rear Admiral EARLE. No, sir; I did not. The buildings, there were several, estimated to be $50,000.

Mr. HICKS. That is the reason I asked the question a few moments ago.

The CHAIRMAN. There is some of the land that has no buildings on it and some of it that has. Some of the land will cost more and some less.

Rear Admiral EARLE. It is mostly farm land and there are some farm houses on it.

Mr. BROWNING. What was it the admiral said about getting options on this land?

Rear Admiral EARLE. We have options on some of it, but they are not binding options in that I have not paid anything for them.

Mr. BROWNING. Then your options do not amount to anything?

Rear Admiral EARLE. They amount to a scrap of paper.

Mr. BROWNING. What was the price put on the ground in the options you have taken?

Rear Admiral EARLE. It came within the $100,000.

The CHAIRMAN. But this bill carries with it a provision that the President can take it over and pay so much and then let them go into the courts for the balance.

The next item is for new batteries for ships of the Navy; for batteries and outfits for naval vessels, auxiliaries, etc., with a proviso that $28,059,523.50 of this amount shall be available to meet obligations authorized under this heading under the act of October 6, 1917. The appropriation last year was $2,201,000 and then a deficiency appropriation of $22,000,000 and $50,000,000, making something like $75,000,000 last year.

Rear Admiral EARLE. Yes, sir.

The CHAIRMAN. Will this $38,000,000 meet your requirements?

Rear Admiral EARLE. No, sir.

The CHAIRMAN. Have you any additional sum to suggest?

Rear Admiral EARLE. I have a larger additional sum to ask.

The CHAIRMAN. Then I want you to set out fully the reasons why.

Mr. VINSON. Give in detail the reasons why.

Rear Admiral EARLE. This original estimate here of $38,000,000 was divided in this way: Two hundred and fifty 5-inch guns, at $15,000 each; 250 5-inch mounts, at $18,000 each; necessary small arms and machine guns which were not authorized in the deficiency of October 6, $2,000,000. This amounted to the sum here asked for, $38,309,523.50. Since this appropriation was asked for by the Secretary the department has determined upon a larger building program of patrol boats and other craft necessitating additional funds for equipment (the details of which were given to the committee but not published).

To provide armament for these additional boats the sum requested should be increased by $26,065,200, making a total of $64,374,723.50.

The CHAIRMAN. That is for armament?

Rear Admiral EARLE. Yes, sir. And the ammunition will have to come later.

The CHAIRMAN. The next item, ammunition for vessels, and you have $32,686,120. Will that meet your necessities, or do you have an appropriation additional for that from some other source?

Rear Admiral EARLE. That will meet it provided this additional coast-patrol vessel appropriation is made.

The CHAIRMAN. How much do you want to add?

Rear Admiral EARLE. $11,089,500 for ammunition, making a total of $43,775,620. There is a question comes up here, Mr. Chairman, in the deficiency bill which was made out after this bill was, which had some additional amounts for ammunition and I was wondering if we could add that here.

The CHAIRMAN. No; that would have to be taken care of there. They might make a point of order on it.

Mr. BRITTEN. If these two additions are made, will the two amounts then carried in the bill meet with the bureau's estimates, approximately?

Rear Admiral EARLE. Yes, sir; that meets with the bureau's estimates.

The CHAIRMAN. The next item is "torpedoes and appliances, $1,000,000." That is a little less than last year. Will that meet your requirements?

Rear Admiral EARLE. We have asked for a deficiency on that already.

The CHAIRMAN. That is for this current year?

Rear Admiral EARLE. I would like to ask that the committee make that $10,000,000 instead of $1,000,000.

Mr. BRITTEN. Why?

Rear Admiral EARLE. The $1,000,000 that we asked for was to replace lost and condemned torpedoes and to continue replacement of old torpedoes. We are going to try to place torpedoes on these new patrol vessels, and we will want this appropriation made so that if we are able to spend it, we can do so. A confidential letter from operations calls for many additional torpedoes not included when estimate was made.

Mr. BRITTEN. What does the department say regarding the estimates for $10,000,000.

The CHAIRMAN. He did not estimate $10,000,000.

Rear Admiral EARLE. That came up before the advisory council yesterday. Mr. Daniels wanted us to get the money necessary.

Mr. BRITTEN. Is the Secretary in favor of the expenditure of the appropriation?

Rear Admiral EARLE. Yes, sir; he is in favor of it.

The CHAIRMAN. Reserve ordnance supplies. "For reserve and miscellaneous ordnance supplies $33,000,000: *Provided*, That $17,500,000 shall be available to meet obligations authorized under this heading in the act of October 6, 1917." Last year in the appropriation bill you had $4,657,460, and then there were two deficiency appropriations amounting to about $77,000,000 during the extra session, making about $81,000,000 last year. Will this $33,000,000 meet your requirements for the next fiscal year?

Rear Admiral EARLE. We asked for $72,000,000 more.

The CHAIRMAN. Why is it the estimates have come down to $33,000,000?

Rear Admiral EARLE. The Secretary did not want to cut down anything at all. He said if necessary he would ask for a deficiency on this.

The CHAIRMAN. What is the use of asking for a deficiency if you know you are going to need it before long? Do you know you are going to need more than $33,000,000?

Rear Admiral EARLE. We are afraid so. It is based on the spare parts of the different guns, improvements to bombs and depth charges, improvements of different types of submarine nets, and a new development of ordnance that nobody has mentioned in the papers yet, and $17,500,000 is from the emergency authorization.

The CHAIRMAN. That is for use to meet obligations?

Rear Admiral EARLE. Yes, sir. You see, we have already obligated $68,960,301.73, and that does not leave us very much.

The CHAIRMAN. You have asked for $72,205,000. "The torpedo station at Newport, R. I.;" you ask for $200,000 instead of $100,000 last year. Is that sufficient for the machinery there and the upkeep of that station?

Rear Admiral EARLE. We believe it is, and we are asking for the increase as a proportional amount to the amount of extra work that is being done there, the extra number of buildings, and the additional amount may be necessary.

The CHAIRMAN. And you are operating with larger tools?

Rear Admiral EARLE. For instance, a large amount of this is necessary for training the officers and men of the Navy in torpedoes. Formerly we had 11 officers, now we have 80 officers there in training, and 470 men, and the men under training are increasing right along and this maintenance appropriation of $200,000 takes all their expenses.

Mr. BRITTEN. Suppose $10,000,000 is appropriated in this bill for torpedoes and appliances. How will that increase affect the torpedo factory at Newport and this $200,000?

The CHAIRMAN. They are for separate purposes altogether.

Rear Admiral EARLE. We pay for torpedoes that we purchase, of course, from that $10,000,000.

Mr. BRITTEN. Do you expect to manufacture any of that $10,000,000 worth?

Rear Admiral EARLE. Yes, sir.

Mr. BRITTEN. At this plant, of course?

Rear Admiral EARLE. At Newport and at Washington.

Mr. BRITTEN. Will that $200,000 be sufficient?

Rear Admiral EARLE. I think so. We just estimated it propotionately to the $100,000 we had. In other words, we doubled the capacity of Newport.

The CHAIRMAN. "For new and improved machinery and tools for torpedo factory, $200,000." You are operating on a larger scale and more machinery wears out. Will you need that $200,000?

Rear Admiral EARLE. I have an exact list of the machinery here. It amounts to $198,350 at the present prices.

Mr. BRITTEN. My question would apply to this question also. If you got the $10,000,000 the $200,000 for machinery will be sufficient?

Rear Admiral EARLE. It will be sufficient.

The CHAIRMAN. The next item is "Experiments, Bureau of Ordnance, $385,000," instead of $100,000 last year. Will that meet your necessities?

Rear Admiral EARLE. We have need of the increase in several ways; experimental armor and projectile tests, $100,000; to continue the manufacture of some experimental torpedoes, $10,000; to continue the development of aeroplane torpedoes, $50,000; development of electrical and air-sustained gyros, $25,000. That is only an estimate, but I think it is large enough.

The CHAIRMAN. Now, turn over to "Public works, Bureau of Yards and Docks," page 49.

Rear Admiral EARLE. Mr. Chairman, I would like to ask this, if possible, that a clause be inserted in the naval bill providing that all balances remaining on June 30 of the fiscal year 1918 shall be available for expenditure for the year 1919.

The CHAIRMAN. All right. Where do you want that inserted? Just following "Experiments"?

Rear Admiral EARLE. That ought to be at the end of the naval appropriation bill, sir.

The CHAIRMAN. At the present time it would make it continue for another year.

The next item is "Fuse and primer loading house, Bellevue magazine, $25,000; boundary fence, Bellevue magazine, $15,000; in all, $40,000."

Rear Admiral EARLE. That was an annex to the yard that would be very desirable. We wanted to keep the explosives out of the Washington Navy Yard as the main object of the item.

Capt. WILLARD. Of course, in peace times the primer and fuse business is very small. It has increased very materially, and it is desired to get the loading of these primers and fuses, which means the storing of more or less considerable quantities of black powder in the vicinity, away from the yard.

The CHAIRMAN. How far is this Bellevue magazine from the navy yard?

Capt. WILLARD. It is about 2 miles. Between the navy yard and the Giesboro plant, just a small tract of land.

The CHAIRMAN. And this is to provide facilities there and remove it from destruction of industrial plants in case of accident?

Capt. WILLARD. Yes, sir. The fence is necessary to protect the property.

The CHAIRMAN. What kind of fence is that and how much is it that it is going to cost, $15,000?

Rear Admiral EARLE. That is one of these Cyclone Fence Co.'s anticlimable wire fences that we are using everywhere since the war began.

The CHAIRMAN. How much of it is it?—$15,000 would fence the State of Tennessee almost.

Rear Admiral EARLE. Ten thousand feet, $1.50 per running foot.

Mr. ESTOPINAL. How high is this fence to be?

Capt. WILLIARD. Eight feet, with five barbed wires on top arranged in a triangular fashion. It is a mesh fence, nonclimable fence.

The CHAIRMAN. What is it that makes it nonclimable?

Capt. WILLARD. The arrangement of the barbed wires on top.

Mr. BRITTEN. Almost like eaves—as you go up you get under it instead of over it.

The CHAIRMAN. Could you put up some other kind of wire fence that would be nonclimable that wouldn't be so expensive?

Capt. WILLARD. Our experience has shown that this is about the cheapest efficient fence that can be obtained. It is a type that has been almost universally adopted by ammunition plants and factories for protection——

Commander KEARNEY. It is about one-fifth the cost of concrete or brick wall.

Mr. HICKS. How long is this fence?

Rear Admiral EARLE. Ten thousand feet. The original estimate was $1.50 per running foot. Now it costs $2.06.

The CHAIRMAN. "Shell house, $40,000, Naval Station, New Orleans, La." Tell us about that will you?

Rear Admiral EARLE. Yes, sir; the construction of the shell house and magazine at New Orleans has been recommended on numerous occasions. On the breaking out of this war there was no place available for storing of either powder or shells. On the station, at urgent recommendation, a powder magazine has now been constructed but no provision has yet been made for shells and fixed ammunition. While the station is not advised of the quantity of ammunition to be stored here, it is believed it should have a shell house designed like similar storehouses now being constructed.

Mr. HICKS. You do have ammunition there?

Rear Admiral EARLE. Yes, sir; we have merchant ships being fitted out. It may be used more and more, you can not tell.

The CHAIRMAN. The next item is "Naval magazine, New England coast: Dredging, $30,000." You want that to read "ammunition depot" instead of "magazine"?

Commander KEARNEY. Instead of "magazine"; yes, sir.

The CHAIRMAN. The only item here is dredging? Give us the reason for it?

Rear Admiral EARLE. The reason for it is [reading]:

Dredging should be done at this depot in order that the docking facilities may be increased and the dredged area abreast the present wharf and basin may be kept free from silt which is washed down from above the wharf and keeps filling up the basin where tugs and barges must be handled. At mean low water the river can not be navigated above wharf, and as there is a 9-foot rise and fall of tide, the area for 200 yards above the wharf acts as a gut or the mouth of a purse, confining the river, and consequently at half ebb the tide runs past the wharf at an estimated velocity of from 5 to 7 miles per hour, greatly increasing the erosion on the footings of the present wharf. With the river dredged the present wharf can be extended in the future, which, if done, will greatly simplify the loading and unloading of ammunition barges.

Advantages accruing from above dredging:

(*a*) Eliminating the constant filling in of the basin abreast wharf.
(*b*) Cutting down the erosion of river banks and concrete footing and piling of wharf.
(*c*) Making possible the further extension of the present wharf.
(*d*) Reducing the velocity of the tide.
(*e*) Reclaiming swamp land by the spoil material pumped from river bed.

The CHAIRMAN. What depth have you now?

Rear Admiral EARLE. This proposed channel is to come in here and we are supposed to dredge this to 12 feet at low water.

The CHAIRMAN. What have you now?

Rear Admiral EARLE. We have only 2 or 3 feet there. We can only use it at high water, as I remember that.

The CHAIRMAN. Will $30,000 complete the dredging?

Rear Admiral EARLE. I think so, sir. That estimate was made by the Bureau of Yards and Docks.

The CHAIRMAN. The next item is "Naval Proving Ground, Indianhead, Md.: Improvements to powder factory, $140,000; pyro storage, $20,000; in all, $160,000." I want to ask you about that. If you got the $330,000 that we were talking about to-day, would you still want this $140,000?

Rear Admiral EARLE. Yes, sir; this is for the powder factory entirely.

Commander KEARNEY. Separate and distinct from the proving ground.

Rear Admiral EARLE. These items were cut off on the last bill, and we must have them now.

The CHAIRMAN. What is that for now—the improvement of the powder factory? You got a large amount out of the lump sum appropriation from the President?

Rear Admiral EARLE. Yes, sir.

The CHAIRMAN. And you are now increasing up to six millions——

Rear Admiral EARLE. Eighteen millions a year.

The CHAIRMAN. Sixty thousand a day. Now, why do you need this as you had all that other?

Rear Admiral EARLE. In estimating our increases we figured on having this allotted to us.

Commander KEARNEY. This in addition to the other increase.

Rear Admiral EARLE. We find we are not doing it quite as cheaply as we thought we might in the beginning.

The CHAIRMAN. In other words, the amount you got in the beginning and the lump sum lacks this much of completing the project?

Rear Admiral EARLE. Yes, sir. I would like to say that in this bad weather we have scarcely been able to get barges up or down the river, and that forced the contractor to take his material to La Plata via the Pennsylvania Railroad and then to truck it over to Indianhead, about 12 miles.

The CHAIRMAN. Have you had to pay some additional compensation on that account?

Rear Admiral EARLE. Yes, sir. It has brought up the expense of the additions higher than we figured on, or had any reason to believe would be necessary.

The CHAIRMAN. And this $140,000 will cover that?

Rear Admiral EARLE. This will help a great deal, sir.

The CHAIRMAN. Will it cover it?

Rear Admiral EARLE. As far as I know it will. I haven't estimated on it any more.

The CHAIRMAN. The next item is a part of the same general head, "Pyro storage, $20,000." Pyro—is it an explosive?

Rear Admiral EARLE. Yes, sir; that is pyro before it is made into powder. We want to get a little excess ahead. We want to put it into storage so it will be all right at the next——

The CHAIRMAN. Is pyro pulp?

Rear Admiral EARLE. Yes, sir; nitrated cotton after it is pulped and purified is pyro.

Mr. BRITTEN. After it is wet and dried, is the dried material called pyro?

Rear Admiral EARLE. We keep it wet, and then it is put into a press and the water taken out of it, and alcohol put in.

Mr. BRITTEN. That pulpy stuff is the pyro?

Rear Admiral EARLE. Pyro; yes, sir.

The CHAIRMAN. That is after you put your nitric acid on it?

Rear Admiral EARLE. Yes, sir. It has been nitrated and then wet.

Mr. HICKS. Is it very dangerous in that condition?

Rear Admiral EARLE. Not wet.

The CHAIRMAN. The next item is "Naval magazine, New York Harbor: Quarters for marine officer and medical officer, $18,000." That used to be Iona Island, N. Y. What about that?

Rear Admiral EARLE. That don't look right. The designation of that station should be "Naval ammunition depot, Iona Island." Of course, we have got——

The CHAIRMAN. What is that?

Commander KEARNEY. That is a small post there for marine officers.

Rear Admiral EARLE. The quarters for the marine officers have become necessary lately on account of the necessity of armed guards there.

Commander KEARNEY. Armed guard at all ammunition depots.

Rear Admiral EARLE. I think they are renting quarters now.

The CHAIRMAN. As to the type and character, this comes under the Marine Corps, and you don't know anything about the type or character?

Rear Admiral EALRE. It is a standard type.

Mr. BRITTEN. On page 59, under "Naval Torpedo Station, Newport, R. I.," you have got "Improvements to station, $250,000?"

Rear Admiral EARLE. We ask for two items. I think it was $200,000.

(The stenographer was instructed to omit the discussion of this item.)

The CHAIRMAN. Will you please itemize what those improvements are for?

Rear Admiral EARLE. These estimates were made by the Bureau of Yards and Docks.

(The estimates referred to are as follows:)

*Public works estimates, Naval Torpedo Station, Newport, R. I.*

Boathouse and diving school..... $100,000

The present structure, known as the north boathouse, is of wooden construction, in very poor condition; the walls, roof, trusses, and supports are so far gone as to render the use of this building unsafe. It is proposed to construct a brick and steel boathouse on the site of the present structure, approximately 150 feet by 100 feet, with one section two stories high and an "L" extension, also two stories high, in order to provide storage space for equipment of small boats, of stores of a military nature, and to provide accommodations for the diving school, which is now occupying the former stable, it being noted that the stable will be razed when the new power plant is constructed. It is proposed to dredge a channel into the building so that boats can be lifted directly from the water; these boats to be stored and removed by four differential trolleys of 12 tons capacity, to run on overhead I-beams completely across the building. This station now has 22 power boats in operation, with four more about to be received and 10 more ordered for the new testing range. There is also a range tender at the station now, with the prospect of an additional range tender for the new testing range. During the winter season many of these boats require laying up for repairs and overhaul and to keep such a large number of boats in constant operation there is continuous need for repair work, for which there are at present at this station very inadequate facilities. Improvement in boat-handling facilities and means of safeguarding boat material and equipment have been desirable for years, and become increasingly more important as the number of boats multiply and the length of the range increases. The need of a space for the diving school is obvious, if the school is to continue. With the razing of the former stable there will be no place for the valuable material now housed in that building, including the diving tank, the recompression chamber, and the very expensive and extensive diving equipment.

Emergency torpedo repair shop..... $100,000

It is proposed to alter the present power plant to fit it for a torpedo repair shop. This will involve clearing the building of its present equipment and building a second floor or gallery to provide additional floor space as well as to make use of the present building to the best advantage. Former requests along this line have proposed the razing of the structure known as the east boathouse, which is a grave fire risk to the station, and which is now used for emergency torpedo repairs. The use of the present power planr for emergency torpedo repairs as soon as the new power plant is constructed will result in a building better located for the work in question and better equipped in the end for torpedo repairs than would have been possible by replacing the present east boathouse, unless a great expenditure of funds was contemplated.

Extension of industrial roads..... 20,000

The following extensions are proposed in the industrial roads on the north end of Goat Island, to serve properly the buildings now constructed or those to be erected during the current calendar year:

| | |
|---|---|
| Pavement..... | 4,200 square yards (brick). |
| Walk..... | 360 square yards (concrete). |
| Curbs..... | 2,500 lineal feet (concrete). |
| Railroad extension..... | 800 feet. |

The necessity of this work becomes increasingly urgent in order that the building expansion of the station may be kept pace with, in so far as proper roadways are concerned.

Improvement of berthing facilities..... 70,000

In order to accommodate adequately the increasing number of small boats necessary for the work connected with testing and ranging torpedoes, it becomes essential that additional berthing facilities be furnished at the earliest possible date. Toward this end it is proposed to extend the present sea wall on the west side of the island northward about 600 feet and thence eastward and northward about 400 feet to form an inclosed basin with piers and slips to accommodate the range boats and range tenders essential to the work of the testing ranges. A sketch of the work contemplated is shown in the development plan of the station. A temporary substitute for this berthing improvement is offered by constructing a basin by means of piling on the east face of the breakwater from a point at the knuckle of the breakwater eastward 100 feet and thence southward about 250 feet, with necessary piers and slips inside. Such a basin would accommodate the small boats but not the range tenders. The dredging from this basin could be used as fill for the new ground to be made north of the seaman gunners' quarters.

Extension of sea wall..... 5,000

The extension of the sea wall at the northeast corner of the island to connect with the breakwater is necessary to properly protect this part of the island. A concrete wall with granite face is proposed, the extension to be about 200 feet long. This is the only part of the island now not inclosed by a sea wall. Wash from this point is gradually filling adjacent berths for floating craft.

Rebuilding of carpenter shop (estimated by station, $23,000; by Bureau, $25,000)..... 25,000

The work contemplated under this item is the enlarging of this old structure from its present dimensions (approximately 76 feet by 32 feet) to 103 feet 7 inches by 37 feet 2 inches. The raising of both floor and roof elevations to those of the present machine-shop extension; and the entire reconstruction of the exterior of the building to conform to the new machine and assembly shop just completed.

Repair of the present structure would cost about $16,000. The floors, the roof, etc., must in any event be entirely renewed. This building is designed to hold the valuable jigs, tools, and fixtures of the torpedo factory. It should be made completely fireproof. The increased cost ($7,000 above cost of repairs) involved not only provides for fireproof construction, but also gives increased facilities and first-class lighting.

Renewal of acid house..... $20,000

This structure is now used for the storage of pipe, asbestos, etc. For this purpose it is inadequate in size and, because of its construction, unsuited for such use. It is proposed to demolish this structure and build in its place a one-story brick building of tile roof supported on steel trusses, building to be approximately 110 by 47 by 13 feet, to conform in appearance with the adjacent buildings along the water front, and to be eventually used as a carpenter, pattern, and joiner shop.

Approval of this project involves decreased fire risk, decreased internal transportation costs on the island, and economical utilization of otherwise wasted space.

High-explosive filling houses..... 12,000

The work for which these buildings are necessary is being done at various places about the island, much of it being done out of doors, there being no adequate building or buildings available. It is proposed to construct four separate units approximately 16 by 20 feet, one story high, of heavily reinforced concrete; also six rooms 16 by 20 feet, one story high, separated by heavy concrete walls.

It is deemed necessary for safety to entirely separate the storage and handling of fulminate from that part of the island generally used for manufacturing purposes.

| | |
|---|---|
| Total estimated | 352,000 |
| Total allowed by the department | 250,000 |

The CHAIRMAN. How much is that?

Rear Admiral EARLE. $100,000. It is explained in the estimate here. The bureau estimated $20,000.

Mr. CONNELLY. Where was this diving station?

Rear Admiral EARLE. It is on the north end of the island.

Mr. CONNELLY. That is for this deep diving?

Rear Admiral EARLE. Yes, sir; it is a diving school. It is for training in diving.

Mr. CONNELLY. They have that house—that is, the building—if I remember, when we were there last year, and what is the reason that isn't ample at this time?

Rear Admiral EARLE. It is in a barn or stable.

Mr. CONNELLY. Is it necessary to tear that stable down?

Rear Admiral EARLE. The new power plant necessitated the tearing down of that stable and there will be no place then.

Mr. CONNELLY. The new power plant does?

Rear Admiral EARLE. Yes, sir.

Mr. CONNELLY. Is that provided for, the new power plant?

Rear Admiral EARLE. Yes, sir; that was provided for by last Congress.

Mr. CONNELLY. You know I don't know what the rest of these fellows think, but I feel that while a lot of this building and inprovement probably is essential, at the same time I doubt if this is a good time to be spending a lot of money on a lot of improvements of this kind, especially $100,000 there to house some boats.

Rear Admiral EARLE. I think if you don't house those boats you are going to lose a tremendous amount of money by not doing so. The output of torpedoes has increased enormously everywhere, and the testing of these torpedoes—you are firing at 10,000-yard range now—we used to do it at 6,000. It requires an infinite number of boats to handle that; you can't say how many.

Mr. CONNELLY. How many boats would be necessary to test out a torpedo at 10,000-yard range? I think when we were there we had one boat out on a 5,000-yard range.

Rear Admiral EARLE. When we are firing from battleships we have about eight launches, and even then we are not safe.

Commander KEARNEY. You lose an $8,000 torpedo for lack of boats and more than $8,000 value for the time to make it.

Rear Admiral EARLE. And I know these boats are all used and they are all crying for more.

Mr. HICKS. How large are those boats that go out on the range?

Rear Admiral EARLE. They vary from a 50-foot steamer down to the motor boat of 20 feet.

Mr. HICKS. Cant's those boats anchor there, out where the lighthouse is? It is protected there.

Rear Admiral EARLE. Not in the winter.

Mr. HICKS. Do they make these tests in the winter?

Rear Admiral EARLE. They do whenever the ice is out of the bay. They told me this week the ice had drifted out of the bay, and they were going to make these tests.

Mr. HICKS. I know in the summer time they could anchor in the open, but in the wintertime, of course, the small boats could not.

The CHAIRMAN. You have mentioned part of it. What is the other item for?

Rear Admiral EARLE. It seems as if it has been cut. I don't know what has been cut out exactly, Mr. Chairman, here.

The CHAIRMAN. This is just sort of a lump sum. You put in the hearings your complete recommendation and set out what each one was for?

Rear Admiral EARLE. Yes, sir.

The CHAIRMAN. And the necessity for each one of them. The next item is "Torpedo storage: For additional storage for torpedoes at ordnance stations, $250,000."

Rear Admiral EARLE. The act of October 6 provided for construction of additional torpedo destroyers of a certain type in large numbers. The storage of reserve torpedoes will require five buildings of a type similar to that building at St. Juliens Creek ammunition depot, which is 257 by 53 feet, built of steel and concrete, at an estimated cost of $35,000, with an additional amount of $15,000 to cover the cost of air compressor and other equipment.

The CHAIRMAN. Under "Increase of the Navy: Ammunition," on account of ammunition for vessels heretofore authorized you are asking for $7,000,000. Is that all you will need?

Rear Admiral EARLE. That is all we will need, sir, for the next fiscal year.

The CHAIRMAN. On page 124, "Increase of the Navy: Armor and armament, $20,000,000." You had $44,000,000 last year; will that $20,000,000 be all that you will need?

Rear Admiral EARLE. We figure it will be sufficient for the year.

The CHAIRMAN. Will it be all you need?

Rear Admiral EARLE. I believe it will, sir.

The CHAIRMAN. You have got orders to go ahead again, have you?

Rear Admiral EARLE. On the big ships; yes, sir.

The CHAIRMAN. Then, have you got anything in this $32,000,000 up above here?

Rear Admiral EARLE. No, sir.

The CHAIRMAN. You don't come in that?

Rear Admiral Earle. No, sir.

The CHAIRMAN. Is there anything else we haven't asked you about?

Rear Admiral EARLE. There are several propositions for land at naval ammunition depots, such as at Lake Denmark, N. J., where I want to purchase 64 acres. This land includes several small tracts which project into the present naval reservation. We have made an investigation of the price and believe that it is reasonable. This space includes a hill which commands the entire depot, and the acquisition and clearing of this hill is required by the Navy in order to afford protection to the entire reservation. The space is also needed for the erection of additional storage buildings to care for a large amount of explosives now under contract.

The CHAIRMAN. How much land is that?

Rear Admiral EARLE. Sixty-four acres.

The CHAIRMAN. What is that 64 acres to cost?

Rear Admiral EARLE. The sum of $18,000, or as much as may be needed.

The CHAIRMAN. Will you put a full statement in there as to the reasons for it, in the hearings?

Rear Admiral EARLE. The Secretary told me he was going to take it up with you. I don't know whether he has or not. He had these letters here and said he was.

The CHAIRMAN. You set out fully and completely all the facts.

Rear Admiral EARLE. Extending of the land at Fort Mifflin. We wish to purchase some land known as Cabin Island, now owned by the International Navigation Co. This land is elevated from 8 to 9 feet above low water and consists of made ground.

The CHAIRMAN. Is that just across the railroad?

Rear Admiral EARLE. Just across the railroad and opposite the berthing space of the navy yard. The navy yard may want this berthing space in the future.

The CHAIRMAN. Is it that low, flat land that is all marsh land?

Rear Admiral EARLE. No, sir; this is from 8 to 9 feet above water.

The CHAIRMAN. When I was over there they showed me some land which was low, marshy land which was across the railroad down next to a stream of water down here somewhere [indicating]. Where was Fort Mifflin?

Rear Admiral EARLE. That is the old army fort, and this is our present reservation [indicating]. We want to buy this point in here [indicating].

Mr. KELLEY. Who filled that in?

Rear Admiral EARLE. The International Navigation Co., I believe sir. The rest of the land we have in here is almost under water Our buildings we have to build on stilts. Not only have we got to build our buildings on pillars, but we have to build the railroad tracks on trestles, and it is a very expensive proposition.

The CHAIRMAN. Now, there was some land supposed to be purchased that was low, flat land, and they were wanting about $3,600 an acre for it, and a gentleman who is a Member of Congress has told me he was familiar with prices and conditions there; that other lands right near that—much better land and high and level—had sold at about $2,500 an acre, and that this land they were proposing to sell us was not worth more than $1,200 or $1,500 an acre at the outside—that they want $3,600 from the Government?

Commander KEARNEY. We are safeguarded in that by putting in the condemnation proviso.

The CHAIRMAN. I want to know whether it is to be land or not.

(Following is the explanation furnished:)

EXPLANATION.

Additional ground is necessary to provide the increased facilities required in the preparation and stowage of ammunition to meet urgent war needs.

The level of the only grounds left on the present reservation for building purposes is about 2.5 feet above mean low water, and the cost of construction of additional buildings that may be erected thereon will be increased by nearly double on account of extensive piling required for foundation in order to bring them up to the necessary level. In addition, a net work of trestles must be built for the railroad tracks leading to each building, which still further increases the cost of construction. The elevation of the ground along the water front at this station is from 10.5 to 11 feet.

The acquisition of this tract will bring this depot close to the navy yard, the limits of League Island being directly across the Schuylkill River. This reason alone is a sufficient naval reason for acquiring the property. At the present time, the depot enjoys the privilege of erecting a pole line across the property upon which cables are carried for conveying electric current for light and power, and cables for telephones. These wires connect with the Philadelphia yard by submarine cables. All electric current for light and power used at the depot is supplied by the Philadelphia Navy Yard over these wires. There is no other source of supply.

This ammunition depot is the only issue depot for all of the ships based on the Philadelphia yard, and is also the storage depot for reserve ammunition for the battleships of the second and third lines. It also cares for special loading work, such as antiaircraft and antisubmarine ammunition, and is the storage depot for all ammunition and explosives for the advance base. Owing to cramped facilities, this depot is now extremely congested, and additional land is urgently needed for the proper prosecution of the war.

Failure to obtain this amount will result in the fact that many million dollars' worth of material, upon receipt early next year, can not be cared for. This material is perishable, and was required for by the Navy Department order regulating the amount of reserve ammunition to be held in stock during the year. It is evident that a large loss is bound to occur now because of the late date at which the work can be begun. The allotment of these funds, if they are allotted, will not permit the storage to be erected in season, and therefore some deterioration of our ammunition, fuses, and primers can not be prevented. This storage will be as necessary upon the close of the war as it is now. It does not require much imagination to see that every merchant ship now gunned and provided with ammunition, will, immediately after the close of the war, make haste to dump guns, powder, and shell ashore. The confusion and loss thus bound to occur, because of this, can well be predicted. That storage buildings should be available is evident. Without them, these valuable ordnance items will be left out in the open, exposed to wind, rain, snow, and sun. Ordnance material involves the highest class of work, and is one of, if not the most expensive classes of material procured for the Navy.

An item of $360,000 was included in the latest deficiency bill for the purchase of this land, but was not allowed by the House, and, although restored to the bill by the Senate, failed in conference.

By arrangement with the storage committee of the War Industries Board, it was intended that approximately one half of this tract to be purchased by the Navy (amounting to a total of approximately 111 acres) would be turned over to the use of the War Industries Board for the storage of material for the Army during the period of war, and that the other half would be utilized immediately for the erection of additional buildings required for the storage of naval ammunition at Fort Mifflin. It was further understood that at the end of the war the entire property would revert to the Navy.

When the project of procuring this land was taken up and failed in conference, the matter was brought before the Secretary of War with a view to having the War Department procure the land in question and assign to the Navy Department a sufficient portion to meet the Navy's immediate needs. A communication has recently been received from the War Department that they do not consider the matter of such urgency as to warrant their requesting an allotment of the necessary funds from the President's appropriation, and suggesting that the Secretary of the Navy take this matter up directly with the President in view of the Navy's urgent needs in the premises.

The price asked for the land in question is approximately $3,000 per acre, which, from the valuation at which other properties having frontage on the river are held, appears to be not exorbitant. The inspector of ordnance in charge at the Fort Mifflin depot has made a thorough investigation, with a view to determining whether or not the price asked is considered fair and equitable, and has reported that this price is unquestionably a reasonable one. The following letter dated October 2, 1917, received from the inspector of ordnance in charge, explains the question of the price of this property:

"Prior to our entrance into the field for the purchase of the one hundred and eleven and odd acres of the Cabin Island tract, a concern known as the Fort Mifflin Shipbuilding Co. had organized and were selling stock, asserting that they had an option on the 180 acres (about) of Cabin and Province Islands. I understand that the dealings were through the Haussman interest, and that the promoters were to pay $3,000 an acre. It seems now that they stand a good chance of not being able to make good, and they are said to have offered more for the property. Saturday, I saw one of their printed prospectuses in which they include the 180 acres at $926,000 (about $5,200 an acre). This may account for the opposition.

"As a matter of fact, the Pennsylvania Railroad has already bought 15 acres of the tract at the extreme upper end, so that only about 161 acres remain (111.1 acres of Cabin Island and 50 acres of Province Island).

"As to (*c*), the transfer of about 900 acres has recently been made for a shipbuilding plant under the United States Emergency Fleet Corporation at a price averaging about $2,000 per acre. About half of this property is low and swampy or under water. The company is to dredge out an inland basin having an raea of about 400 acres, and therefore the fact that the ground is low is rather an advantage than otherwise, as the mud dredged from the basin will be deposited to elevate the other ground. As to (*d*), I understand that the owners hold it at $4,000 an acre. All other property near the depot is owned by the city of Philadelphia.

"On the other or east side of the Schuylkill, the Ellis tract (15 acres) (*e*), was recently sold for $56,000; and 2 acres of the Knight tract sold for $3,000 per acre. For (*f*) and (*g*), $4,500 an acre was offered and refused, the owners stating that it is their intention to use it themselves for industrial purposes. I understand that $4,500 an acre was refused for (*h*), and that (*j*) is held at $4.5000 per acre.

"As to the present value of the property, or rather, as to whether or not the price asked is 'outrageous,' I have been investigating somewhat, and find about as follows. (See attached clipping for P. R. R. drawing):

"First. So far as I can find, no member of Congress owns any property adjacent to the property in question or in the vicinity.

"Second. That the property in question has been increased in value by the construction of dikes and bulkheads, and the filling in of the ground, to an elevation which I estimate at from 8 to 9 feet above mean low water. This has been done since the transfer by the Government.

"Third. The only privately owned property on this side of the Schuylkill consists of (*a*) four small inland parcels of land owned by the Blacks. This might be used by small industries or for building lots. Much of it is low and swampy, and can not compare in value with water-front property. (*b*) A small section of Hog Island, adjacent to the Army section of old Fort Mifflin. (*c*) The balance of Hog Island. (*d*) A tract above the Schuylkill River Bridge (Penrose Ferry Bridge) owned jointly by Haussman & Massey.

"The property which we want is quite the most desirable of all. It rightly belongs to the reservation, and is badly needed. It is the only available tract of high ground. Its acquisition will also prevent us from being fenced in forever.

"As stated above, the Pennsylvania Railroad recently purchased 15 acres of the extreme upper end of Province Island. (Provincé Island and Cabin Island are called Cabin Island on the map.) The price paid was $27,500. The ground is lower, at least not nearly as high as the balance of the tract, and I presume a low price may have been made as an inducement to the railroad. The price asked from the railroad was originally $3,000 per acre. Taken all in all, I think that the price asked is not above the price offered in the open market, and not unreasonable as compared with the price of other tracts.

"With regard to the Housemann interest of one-third of Cabin Island. Cabin Island is owned jointly by the International Navigation Co. and Houseman interests. Associated with Housemann is a party named Massey. As explained before, the interests of the International Navigation Co. and Housemann et al. are undivided; and I am assured that when one interest is sold the other goes with it, and that the price of $3,000 per acre will cover the entire interest of 111.1 acres."

The acquisition of this land is urgently required for the development of the Fort Mifflin ammunition depot.

The CHAIRMAN. At the time I heard that a party gave me some clippings of some Philadelphia papers, giving the price at which this near-by land had sold at a great deal less price at private sale than the $3,000 asked for here. I turned those over to the department. I would like for you to look up those matters?

Rear Admiral EARLE. I looked that up, sir. The Secretary turned it over to me.

The CHAIRMAN. Did he turn those clippings over to you?

Rear Admiral EARLE. Yes, sir. So we went into it very thoroughly.

The CHAIRMAN. You have the clippings which I left with him about some newspaper valuations?

Rear Admiral EARLE. I think I gave them back to him, but he showed them to me and I sent them up to Philadelphia and had them investigated. The Pennsylvania Railroad paid $27,500 for the 15 acres that they took.

The CHAIRMAN. That is about $1,800 an acre?

Rear Admiral EARLE. The price asked was $3,000 an acre. Of course, if we bought the land we would probably base our price on what the Pennsylvania paid rather than what they ask.

Mr. BUTLER. The Pennsylvania didn't buy the Delaware River front?

The CHAIRMAN. Isn't that the Schuylkill at that point—isn't that deep?

Rear Admiral EARLE. Yes, sir.

The CHAIRMAN. I think my recollection is that the Schuylkill is deep up to about here [indicating].

Commender KEARNEY. Yes, sir.

The CHAIRMAN. So that the Schuylkill frontage is valuable frontage as well as on the Delaware?

Rear Admiral EARLE. Yes, sir.

Mr. BUTLER. They will use that as a reason to increase the value of it?

Rear Admiral EARLE. They could use that, yes.

The CHAIRMAN. Does not the Schuylkill come down here [indicating] and take in that 15 acres?

Rear Admiral EARLE. I think that is the railroad's. They just bought a right of way and they got some of this in here.

The CHAIRMAN. They didn't get this block in here [indicating]?

Rear Admiral EARLE. No, sir. They only took 15 acres, but the main idea for which I ask the 64 acres at Lake Demark and this 111 acres here is in order that we might separate our explosives. We have so much in each building if anything goes up we are going to have a calamity close to the intensity of the Halifax disaster. It is pretty hard to sleep at nights when I think of the Navy's lack of storage facilities for explosives. You see, if we get this land we can subdivide these high explosives into different buildings, and if one of the buildings goes off it will not explode the next one; and if any one building goes it won't be enough to do any damage to the city.

Mr. BUTLER. Does the Government own the land between this old fort and the point you are now speaking of?

Rear Admiral EARLE. Yes, sir.

Mr. BUTLER. Could that be filled up and the buildings put on?

Rear Admiral EARLE. That is where the buildings are now. We don't want to use any more land——

Mr. BUTLER. Is that land all covered with buildings?

Rear Admiral EARLE. Yes, sir.

Mr. BUTLER. You want more land to put more buildings on?

Rear Admiral EARL. I want more land to put more buildings on.

The CHAIRMAN. They need land. The thing I want to bring out was the information I had about them trying to hold you up in price and as soon as I got it in the last session I took it to the Secretary and took it up with him.

Rear Admiral EARLE. Yes, sir; he turned it over to me and asked me to look it up, which I did.

Mr. CONNELLY. You didn't expect to be shocked because they are holding you up?

Rear Admiral EARLE. No, sir; but I want to look at it in this particular case.

The CHAIRMAN. With the storage you have got there and the enlarged activities at the Philadelphia yard, won't you need permanently the addition of these buildings and storage facilities you have there, because after the war you are going to have a large storage there?

Mr. BUTLER. Mr. Chairman, we may use this stuff after the war.

The CHAIRMAN. And we will manufacture more of it after the war.

Mr. BUTLER. I don't know about that.

Mr. BRITTEN. You still have a lot of land down there north of Fort Mifflin; the land is low?

Rear Admiral EARLE. Have you been there lately?

Mr. BRITTEN. Well, I was there last year.

Rear Admiral EARLE. I was there a little while ago, and they have gotten pretty nearly every spot covered.

Mr. BRITTEN. Is that so? How long ago?

Rear Admiral EARLE. Started in in the fall.

Mr. BRITTEN. Oh, I haven't been there since then.

Commander KEARNEY. Two months ago, about, or three.

Mr. BRITTEN. The ground is low, but it could be built very easily; but there was a lot of vacant land there last year.

Commander KEARNEY. If you go outside you have got to put in your guards, your fences, and you have got to get your fire and water protection.

Mr. BRITTEN. I am talking about that location there at Fort Mifflin, the piece of property under consideration now. There was a lot of land in there that was unoccupied last summer.

Rear Admiral EARLE. There are 14 buildings going up on that now.

Mr. BRITTEN. When we were up there last summer there were probably eight or ten?

Rear Admiral EARLE. There are 14 more, all started since.

There is one more project in regard to land, and that is in Newport Harbor. This is the project that has been coming up repeatedly—Newport Harbor, R. I. We are having letters from people every day; that is, from citizens, not to put T. N. T. on those islands. The only way to relieve that situation is to buy Gould Island, as I see it. This is in that same harbor and at a distance great enough that no explosion would result in damage to the town of Newport.

Mr. BUTLER. If Congress authorized you to make this explosive you have to have some place to put it.

Rear Admiral EARLE. Yes, sir. The reason why we have got so far ahead with these explosives is that we have to use the capacity of the country in order not to shut down the shipping right at once.

The CHAIRMAN. Put in fully your statement and the reasons and the conditions there so that we can have a full statement of it in the record.

Rear Admiral EARLE. Yes, sir.

Gould Island is desired for a testing station for torpedoes and for the storage of explosives.

(*a*) *Testing station.*—From the north end of Gould Island there is a clear range of 13,000 yards, with depths of water varying from 5 to 9 fathoms. For many reasons it would be a great advantage to have the firing of torpedoes done from a suitable place on shore rather than from a barge. The shore firing point, when not in use, would not obstruct traffic as the anchored barge. The cost of the upkeep of the firing station on shore would be less than that of a floating barge. Better facilities could be provided for quartering the torpedo crews. The range boats could be secured at the firing point at night (now it is necessary that they return to the torpedo station at night). Transportation of torpedoes between the factory and the testing range would be greatly facilitated. The present testing barge could be well utilized for torpedo testing work at other places, or with the fleet, where the use of a shore firing point is impracticable.

(*b*) *Storage of explosives.*—At the present time large quantities of high explosives, together with loaded war heads and mines, are stored on Rose Island. Although Rose Island meets present needs so far as storage space goes, it is close to the torpedo station and to Newport, and high explosives in too great quantities and in too great proximity are there stored. Quantities per building should be reduced and buildings more widely separated. It appears that future activities as well as safety may necessitate the stowage of some of the explosive now on Rose Island elsewhere on Narragansett Bay, and it is considered that a part of Gould Island would be a most suitable place for such stowage.

Mr. KELLEY. Admiral, you purchase the supplies for your department direct, do you?

Rear Admiral EARLE. Yes, sir.

Mr. KELLEY. That is, not through the Bureau of Supplies and Accounts?

Rear Admiral EARLE. We purchase the majority through the Bureau of Supplies and Accounts. We just get the armor, guns, gun forgings, shells, and torpedoes direct, and the gun mounts too.

Mr. KELLEY. The ammunition—where is that purchased?

Rear Admiral EARLE. We purchase that through the Bureau of Supplies and Accounts, but, of course, that is like all the other contracts, all of the work is done in the Bureau of Ordnance. We simply ask them to place the orders and we inspect the production and see that it is done properly.

Mr. KELLEY. On the supplies where a special design or special contract must be entered into, but where the supplies are general you buy——

Rear Admiral EARLE. Commercial articles are all bought through Supplies and Accounts.

The CHAIRMAN. Technical ordnance material is bought by the Ordnance Bureau?

Rear Admiral EARLE. Some of it is bought direct by the Ordnance Bureau, but the rest of it is bought through Supplies and Accounts, acting as agent, purchasing.

Mr. KELLEY. That is a fact, that where a special thing is required especially to be made, you buy it yourself?

Rear Admiral EARLE. Yes, sir; like guns, gun mounts, gun forgings, and shells—we make those.

Mr. KELLEY. Where a thing is to be bought on the market, generally you buy that through Supplies and Accounts?

Rear Admiral EARLE. Yes, sir.

Mr. KELLEY. What effect would there be on the efficiency of the Navy Department or your department if a new department were created outside the Army and the Navy called a munitions department, which would supply everything that the Army and the Navy needed?

Rear Admiral EARLE. I think that in less than a month you would have a worse situation than you now have on the coal situation. Our ships would have no ammunition; we would have absolutely nothing.

Mr. BRITTEN. You couldn't have very well that state of affairs, because you would have ammunition——

Rear Admiral EARLE. Yes, but the new munition board would not know what ammunition to serve out from the storehouses or to what guns it should be supplied.

Mr. KELLEY. Suppose you go into it a little more fully, just how it would affect you. Why couldn't you buy from an outside source the commercial stuff, say, just the same as you buy from Supplies and Accounts?

Rear Admiral EARLE. The main reason is this: We are working top speed now trying to keep the Navy supplied, and for us to go to another man who knows nothing about it is like an added cog, like a fifth wheel to a carriage. We wouldn't have the time. It would slow us down more than in that ratio. No other man would take our word for our needs, we must explain. He would insist on his word being right, much like the British ministry of munitions did. It is an impossible working proposition. It can't be done. The man that is responsible and uses the articles should have the right to design his material and manufacture them and issue them.

Mr. KELLEY. It comes back to the old proposition that responsibility and authority go together?

Rear Admiral EARLE. Yes, sir. We, of course, manufacture our guns. We go to sea with them. The secretary of munitions probably won't agree that they are the right kind. You can't expect him to. Nevertheless, we are the ones that have to use them and we want them.

Commander KEARNEY. Our interest doesn't cease in the manufacture. Our whole reputation depends on the performance of the thing under our own directions.

Rear Admiral EARLE. If you have a minister of munitions, even if you have got one that is a rubber stamp, he would be a nuisance, which he is anyhow, but he would only be a nuisance to the extent that he would delay us, that is all.

The CHAIRMAN. But on the other side, if he were to usurp and didn't take ideas, he would be worse than a nuisance?

Rear Admiral EARLE. Yes, sir; I thought the President expressed it right. He said he didn't know how much good he could do but he knew he might do a lot of harm.

Mr. KELLEY. It is claimed that the reason why we should set up such a department in this country is because it has been such a great success in England.

Rear Admiral EARLE. It hasn't been.

Mr. KELLEY. Another reason urged why such should be done, Admiral, is that you go into the market and buy all the available material of a certain kind and possibly shut some other service out.

Rear Admiral EARLE. No, sir.

Mr. KELLEY. Is there any force to that argument?

Rear Admiral EARLE. Not a bit, sir. You can ask the Army if we haven't played fair with them, and you can ask the War Industries Board, and I believe we will obtain a clear bill of health.

Mr. KELLEY. What about these Lewis machine guns? Didn't you get all of those available?

Rear Admiral EARLE. Immediately the Army asked for them we split pro rata. They had more need for them than we did. We split up deliveries. The Army asked us for them. We started manufacture and they asked us to split them, and we split them and passed them out. For instance, we take 200 and they take 500, and then we take some more and they take 1,000.

Mr. KELLEY. If you hadn't ordered those when you did, neither the Army nor the Navy would have had those particular guns?

Rear Admiral EARLE. We would never have had those particular guns—no guns. We are both getting them.

Mr. KELLEY. So far as you know there has never been any clashing of interests in the market between the two services?

Rear Admiral EARLE. No, sir. We haven't always agreed but we have always got around the table and agreed when we left it. For instance, take this Crown Optical Co., manufacturing binoculars for the Navy. The question came up immediately with the Army. Here is a satisfactory optical establishment now. It is being run by the Navy. We want that output, but our glasses are different from the Navy. We had to call a conference. The final result was that they couldn't produce enough argument why we should change the type of binocular and slow down the operations, and so they agreed to take the kind we could turn out, which was much better than switching off and going into another type.

Mr. KELLEY. You think it would introduce a matter of great danger to the Navy, to our ships scattered all over the world, if you were obliged to go to a separate bureau both from the Navy and Army to get your supplies?

Rear Admiral EARLE. I think it would be a terrible calamity, and there can be no advantage accrue from it whatsoever. I believe prices will be higher than those we now pay; and I believe we will not be able to get the things we want, when we want them.

Mr. KELLEY. I agree with you perfectly.

Rear Admiral EARLE. I think the prices have been kept down wonderfully well by the Secretary.

The CHAIRMAN. I believe I have finished, Admiral. I am going to thank you on behalf of the committee.

Rear Admiral EARLE. Capt. Willard was going to ask you for some more land here in Washington. How many acres are there in this Capt. Willard?

Capt. WILLARD. Briefly, this land we want for storage and extension purposes. You can recollect when we asked for this land originally we contemplated a gun shop and certain improvements at that time which would have left us sufficient storage under those condi-

tions at the time. In the meantime, war has come on and we are erecting these new shops which have filled up that ground, and we will need this additional ground over at Eleventh Street for storage facilities for the yard.

The CHAIRMAN. We built you a big storage house down there two or three years ago that you went into about a year ago.

Capt. WILLARD. This is not a storage house. This is open storage practically; a yard storage.

The CHAIRMAN. What sort of stuff do you want to put in the yard storage? The argument has been heretofore that you couldn't store stuff out in the open; even iron would rust?

Capt. WILLARD. Coal, lumber, and various things under sheds; paving blocks and bricks and supplies; big guns alongside of the docks.

Mr. BUTLER. How much land do you want?

Capt. WILLARD. It squares out south of M Street to Eleventh and the water front. We have already purchased from south of O Street to Eleventh, and a number of lots around this land. It will be about 7 acres, I think. Then we will get the streets in and alleys.

The CHAIRMAN. How much is the estimated cost?

Capt. WILLARD. The original estimate is $480,000. At the latest figures, I believe, the owners asked too much. That has been reduced by purchases already from the previous appropriation, and the owners' figures will bring it to about $424,000; and I am hopeful that we can purchase it for a figure under that, but it would hardly be safe to take less than three times the assessed valuation for an appropriation. On the other hand, we succeeded in getting it on the west side at two and a quarter times the assessed valuation; and we have purchased considerable land on the east side at an average of around about two times the assessed valuation. But the land still to be purchased is under single ownership largely—a large portion of it—and it will be more difficult to purchase. We bought at private sale all of the bargains so far around, and have established a very good valuation for this.

The CHAIRMAN. How much have you got already?

Capt. WILLARD. We have got on the east [indicating], we have purchased this across here and asked permission of the District to use this triangle in here. That was purchased. We have purchased two lots in here [indicating], one in here [indicating]. We have purchased all except four lots, I think, across on the north side of N Street.

Mr. BUTLER. What are you going to do with that? Make a shot tower of it?

Capt. WILLARD. We are using it for storage now. When you come down I think you will appreciate how we are up against it for storage space with this building work going on. I want to buy the rest of this land up to M Street and square out to Eleventh, then we will own from here [indicating] clear up and across—this is M and this is Eleventh here.

Rear Admiral EARLE. It is very desirable to get this on account of moving the military part of the yard out here entirely?

Capt. WILLARD. We want to take the military part—all this Indianhead part without going through the industrial plant. I think we can get it $424,000.

Mr. KELLEY. Nine acres?

Capt. WILLARD. I think about 7. I would like to have what is left over made available for clearing the site. I figured that done, it squares us out to Eleventh Street. We have this water front and we ought to have this remaining ground in here.

Rear Admiral EARLE. That will make an ideal naval gun factory. It puts us to better advantage, and it is cheaper than we will ever be able to do it at any future time. There are some buildings but it is not built up as much as it could be, and I am afraid if we go go on with it it will be built up more.

Mr. BRITTEN. How many owners have you got in there?

Capt. WILLARD. I have got all that, but I haven't it right here. There is practically a square and a half that is under one ownership, and the rest is small subdivisions.

Mr. CONNELLY. What would be necessary if you were to buy that land, to put it in condition so it could be used?

Capt. WILLARD. We would have to grade it to start with and remove a number of buildings.

Mr. BRITTEN. What Mr. Connelly means is how much will it take to improve the situation for storage purposes and manufacturing purposes in order to develop the entire area? Have you got that planned in advance?

Capt. WILLARD. That would come gradually. We can use that. We propose the coal yard here. We are already building the new seamen's quarters on this ground purchased. We are extending the dockage facilities here for Indianhead traffic, going ahead with that, and this will afford open storage for material and such things, lumber and stones that we are already overcrowded with in the yard at the present time.

Mr. BRITTEN. I don't suppose there is a yard in the country that is as crowded as you are?

Capt. WILLARD. I believe not. I am hoping that the committee will come down and see the conditions.

The CHAIRMAN. This is the water?

Capt. WILLARD. Yes, sir.

The CHAIRMAN. What depth water have you there?

Capt. WILLARD. About 24 feet. We already own it on the water front to Anacostia Bridge, and I want to buy the back ground. I want the committee to come down and look at our activities, and I think you can see the necessity for that additional storage ground. When we first bought this ground to the westward, as I say, there was enough ground there for this purpose.

(Thereupon the committee adjourned until Monday, January 21, at 10 o'clock a. m.)

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EXHIBIT A.

Tentative estimate for proving-ground facilities on Cornwallis Neck:

| | |
|---|---|
| Cornwallis Neck (1,175 acres), purchase of | $80,000 |
| Shell butts | 30,000 |
| Chronograph lines | 5,000 |
| Railroad tracks (6 miles) | 150,000 |
| Rolling stock | 25,000 |
| Telephone system | 5,000 |
| Shelters | 10,000 |
| Land below Stump Neck | 15,000 |
| Miscellaneous | 10,000 |

Tentative estimates for auxiliary proving ground on Upper Machodoc Creek:

| | |
|---|---|
| For railroad | $175,000 |
| Dock and tide bridge at Mathias Point | 100,000 |
| Land (1,000 acres) | 100,000 |
| Magazines— | |
| 1 S. P. | 5,000 |
| 1 B. P. | 5,000 |
| Shell house | 5,000 |
| Gun pits | 20,000 |
| Power house | 50,000 |
| Employees' barracks | 24,000 |
| Purchase or erection of quarters | 50,000 |
| Bombproof | 30,000 |
| Lookout towers | 15,000 |
| Screen poles | 5,000 |
| Workshop | 10,000 |
| Small boat anchorage and docks | 4,500 |
| Office, chronograph room, and instruments | 15,000 |
| Steam locomotive or crane transfer | 15,000 |
| Water system | 5,000 |
| Telephone system | 1,000 |
| Ranging stations, land, and shelters | 10,000 |
| Miscellaneous | 25,500 |
| Total | 1,000,000 |

EXPLANATION OF NEEDS FOR NEW PROVING GROUND.

At the present time the Navy is so handicapped by lack of proper ordnance testing facilities that accidents to our ordnance material must be expected to occur frequently. This is a condition not desired in war.

New facilities must be provided for—

(*a*) Proper testing of fuzes.
(*b*) Firing of heavy guns at high angles of elevation.
(*c*) Ranging of heavy guns.
(*d*) Calibration of guns.
(*e*) Tests of service ammunition.

The Navy Department is in a very awkward predicament. It is being called upon to provide modern ordnance material not only to the United States Government but to other Governments as well. Yet the United States Navy is without a proving ground at which it can test its ordnance. This condition has been set forth in various letters to the department. No other Government is laboring under the handicap that is now placed upon the Bureau of Ordnance.

The present proving ground, located at Indianhead, Md., was established in 1891. At that time what is known as the south battery was installed, the direction of proof firing being in a northeasterly direction. The general offices and officers' residences were placed to the south and east, almost directly behind the battery. Later, a water range became necessary, and hence the guns were fired across the river in a westerly direction. With the increasing size and power of the guns this range became too short and the line of fire was carried through another 90°, necessitating the construction of what is known as the north battery. With this latter change the direction of fire had changed 205°, bringing the dwellings and office, originally properly located, directly in front of the muzzles of the guns or within the danger zone where the fragments frequently fall when making armor-piercing and explosive-shell tests. A blue print showing the present ranges is appended hereto.[1]

It is believed that the project, considered for many years, of moving the proving ground has militated largely against improving the present one. When this little valley is compared with the magnificent grounds equipped by the Krupps in Germany and the more or less elaborate proving stations of France, Italy, and England, it will be seen that our Government is receiving enormous returns for a relatively small outlay upon proving-ground facilities. Yet without facilities freely accorded the navies of all other nations our Navy is expected to produce ordnance material equal, and we trust superior, to any produced in the countries mentioned.

[1] Not printed.

Due to insufficient facilities, but little is known now of the conditions pertaining to the high angle fire of our naval guns. Our mounts, the equality of our recoil springs and of our deck lugs, to-day do not receive the test that such high angle firing would give and it is certain that the necessary data can not be obtained from vessels in commission except too late to remedy defects.

Other than establishing an auxiliary station there is no way seen to relieve the present situation save by the leasing of part of the Bethlehem Co.'s proving grounds, and perhaps using the facilities of the new Army proving grounds at Gunpowder Neck, Md. The first proposition has been gone into thoroughly by officers of the bureau, with the result that no reasonable charge for the service could be agreed upon and the facilities were not very satisfactory. Especially did they lack the long range firing feature that must be provided. The second proposition, the project of using the Army facilities, is not feasible. The Chief of the Bureau of Ordnance has taken up this matter, at the direction of the Secretary of the Navy, and is convinced, after talking with Gen. Crozier, that the latter shares the opinion of the former that, however friendly and willing the officers of the Navy and the Army may be, it is practically impossible to make one proving ground do for two services, the material for which is so essentially different. The chief of bureau designated Commander H. E. Lackey, United States Navy, to interview Col. Hoffer, of the Army, and go over the plans of the Army's proving ground, in order to see whether or not a working arrangement could be made. This conference took place on November 2, 1917. Glancing at the Army layout, it is seen that they have a water range beyond 22,500 yards, and, at 50,000 yards, one strikes the Baltimore channel. Poole Island Lighthouse is right on the range. A 16-inch .45 caliaber gun, 2,600 f. s. n. v., at an elevation of 30°, has a range by the tables of 36,000 yards, but, going 10 miles in the air, no one knows how much less retardation there is when the shell gets up in the rarified atmosphere than under ordinary conditions. It is highly undesirable to get in a place where we can not go very much beyond these ranges on account of the traffic in and out of Baltimore Harbor. Also, the observation stations are not as well defined on this range, as they could be with both sides of the Potomac to locate upon. The most pertinent thing is that the Army gas-shell work is carried on at the 27,500-yard range. The Army will be very busy there. They intend to fire gas shell at the rate of 6,000 rounds a day at the proving grounds. With the gas-shell work in the neighborhood of that 26,500 yard range, the Navy is certainly excluded entirely from that side of the bay. The Navy would have to confine its stations to the other side, and would need cables and telephone lines, and material of that nature, that will cost tremendously. All of the Army quarters are on a bluff, facing northeast. The Navy would have to build its own quarters. The Army have barracks here for their men. They are all enlisted men. They have no civilians except in the clerical force, and possibly a few field mechanics. If the Navy had to go there, it ought to do the same thing. The Army desires to cooperate in every way, but the Navy sees very plainly, that, while the Army wishes to help, the Navy's could not be met in this way. The Bureau of Ordnance feels certain that the Navy would conflict with the Army in all proof work, and of course the Army must have precedence, and the Navy would simply have to wait their convenience. The only place where the Navy could get in with its large guns is on what is called the seacoast, coast-defense emplacements. The end of that range is 1,000 yards from the plate butts. If the Navy gets any closer to that, it is interfering with the plate work of the Army, and in any event the Navy personnel would have to take shelter whenever the Army was firing at their plates. It would be extremely dangercus. The Army needs its proving ground to meet its own requirements, and should the Navy go in there, either the work of the Army would be entirely deranged, or the Navy would be obliged to take a secondary position, which would not give it facilities that are sought. The ground was laid out simply to meet the present needs of the Army, and there is no provision for expansion or to take care of Navy test work. The Navy must install its own facilities there with a cost amounting up almost as high as will be that of the proposed auxiliary station, and at the end of all this neither the Army not the Navy will be satisfied. The work simply can not be done properly in such a way.

The inadequacy of the present proving ground is not a new development. It has for 17 or 18 years been recognized by the Navy and its enlargement and rearrangement earnestly pleaded for, but all without avail. Each year, due to the increased power of guns, the situation has become worse and more acentuated. Now ordnance material that has not been properly tested is being installed on our battleships and the efficiency of our fleet is suffering.

Attention is invited to the following letter written by Rear Admiral Joseph Strauss under date of July 30, 1915:

**Subject: Inadequacy of Naval Proving Ground, Indianhead, Md.**

The bureau feels that the department should be appraised, at this time, of the acute situation produced by the inadequacy of the present naval proving ground.

The bureau is compelled to forego many important tests of high explosives owing to the peculiar geography of the Indianhead Station. The need for such experiments becomes more pressing every day. Furthermore, the range of modern guns has increased so greatly as to make it impossible to conduct proper range tests at Indianhead. Authority should be had of Congress to select a site and make preliminary contracts with landowners for options on their property.

The bureau believes that the scheme presented for two or three years past would be better abandoned and the proving ground moved to an entirely new location. The houses, railways, and much of the railroad equipment now at Indianhead would be useful for the powder plant. The necessity for this change has, in the opinion of the chief of bureau, become absolute, and early steps should be taken to relieve the condition, which is detrimental to the proper naval defense of the country.

J. STRAUSS.

The advantage obtained from having the powder factory and proving ground in close proximity to one another can not be overestimated, and the advantage of being near both the Bureau of Ordnance and the Naval Gun Factory, is such that no attempt should be made to move the proving ground proper from its present location. This proving ground must be remodled and extended to meet the growing and urgent needs of the service.

The project of a new site for an auxilliary proving ground suitable for long-range firing and fuse work has not, as yet, been acceptable to the department, although it is necessary to have some relief in the congestion and in the danger of life now existing at the present proving ground. This recommendation, that an additional site be utilized, has been incorporated in the annual reports of various chiefs of bureaus for a great many years. Careful thought has been given to the problem and the best plan is to retain the present ground for the major portion of the work, and to secure an additional site for long-range firing. The fuse-testing situation has been aided in a great measure by the hearty cooperation of the Marine Corps, who have now removed from the target range at Stump Neck, in order to permit the establishment of fuse butts there. With the small additions of land recommended, it is believed the work of testing ordnance material can be carried on much better and in a safer way.

Detailed plans, which were not accepted, were drawn up for the required extensions to the proving ground and submitted with estimates in 1912. A careful search of available locations since the date of that letter has not developed a single satisfactory place. The necessity for increasing the facilities of the proving ground at once is urgent as a war measure.

The Bureau of Ordnance succeeded in having the Potomac River closed during certain hours of the day by the issue of an order from the War Department, effective April 9, 1917. Without this provision it would have been impossible to have carried on the proof work necessary to keep pace with the increasing war orders. In a few months the proving ground will be deluged with new guns to prove, powder, cartridge cases, fuzes, aircraft bombs, mines, etc., and it absolutely can not handle this material unless Cornwallis Neck and the other land herein recommended are purchased and authorization of the department is given for proceeding with the necessary improvements at Indianhead.

In December, 1916, an inspection of a site proposed in case it was ever decided to be obligatory or wise to establish a new proving ground only developed the fact that a suitable site was nonexistent, as by suitable is meant efficient, economical, practical. To establish such a new proving ground would mean an expenditure of over $3,000,000 as a mere beginning.

The country at large will not listen to explanations should it be found that our ordnance material does not measure up to foreign standards. The fact that England, Germany, France, and Italy all have magnificently equipped proving grounds free from all restrictions, while our Navy has struggled for years and years, and is still struggling, against terrible handicaps of terrain, and has yet received enormous returns for a relatively small outlay, will not compensate our loss of ships and lives due primarily to lack of proving-ground facilities.

It is obvious that our Navy should not be required to continue testing material in a locality such that the proving thereof incurs danger to personnel; yet at present nearly every test involves such danger, and the minds of the chief of bureau and the officers of the proving ground are never free from the nervous strain caused by the

fact that material must be proved and that real danger to the life of innocent civilians and school children is necessitated thereby. While all officers and patriotic citizens will never object to facing guns of an enemy, it is not deemed just that they should be required to carry on their work day after day in front of the muzzles of their own guns.

From the nature of things, the work at the proving ground can not stop, and, while every precaution is taken to safeguard life and property, great danger is involved to the families of the personnel of the station and those persons living lower down the river on what is known as Cornwallis Neck by the liability of being struck by the fragments which are falling daily in the locality.

Discussing the new facilities required as listed in letter:

(*a*) *Proper testing of fuzes.*—The facilities for the adequate test of detonating fuzes are woefully inadequate. Owing to the great danger, fuzes are not tested in 5-inch guns and above, as they must be if proper results in battle are to be expected. On account of the limited facilities for testing without involving great danger to the persons living in the vicinity, a method of half arming the fuze in advance before firing was adopted, because the available range was insufficient to permit these fuzes to arm during their flight. The Navy is testing fuzes that are intended for use in 14-inch armor-piercing shell in 6-inch projectiles. Even when firing into the covered butt, a shell above 6 inches in caliber can not be used with safety. The test of large-caliber projectiles loaded with high explosive and fitted with detonating fuzes should be conducted at ranges of not less than 2,000 yards. Of course, these methods do not give a true line on what Navy fuzes will do in service. These tests are unsatisfactory, and the best possible methods under the circumstances were adopted and are being continued at great risk of life to civilians. The latter deserve the thanks of our service, for they pay attention to warning signals, seek shelter, and do not complain, even when fragments of bursting shell go through their houses.

By far the greatest number of fragments that have fallen within the danger zone, both on the present reservation and on private property, are those incident to the proof of fuzes in 3 and 4 inch guns. Besides fragments incident to fuze work there are those caused by tests of detonators in the covered butt, from which fragments manage to get out despite the use of an armored hood around the impact in front of the plate. These fragments, while not nearly so numerous as those resulting from fuze work, are none the less dangerous. As indicating localities in which fragments fall, photograph C is attached.[1]

The attention of the Congress is further invited to the fact that as yet these fragments represent the firing of explosive shell up to and including those of 6-inch in caliber only, and that, as soon as the property indicated can be purchased by the Government, and the firing made safe, steps must be taken to prove fuzes in the larger caliber shell. Besides these, there are again those fragments of shell that go to pieces in flight, and those that break up within the gun from one cause or another, as in the case of a 14-inch shell in October, 1917. A fragment of this nature, weighing 3 pounds, fell near Swann's store on Cornwallis Neck, and is claimed to have missed the wife of one R. E. Fairfax, a machinist's helper employed at the proving ground, by only a few feet.

Another source of danger is that from fragments of shell in connection with tests of time fuzes, where in at least one instance fragments have fallen in the neighborhood of Quantico. As yet no complaints on this score have reached the proving ground, a communication having been received that simply stated the fact that a fragment fell in that locality on a date which corresponded with the one on which fuze firing was done at the station.

Every precaution possible is taken to protect the lives of those residing in the danger zone. Notices have been posted calling attention to the danger from falling fragments, and prior to firing, the station steam launch is sent down along the beach of Cornwallis Neck with instructions to blow the danger signal of four whistles.

The question of relocating the plates and laying the guns farther to the right has been looked into with a view to throwing the left side of the cone of dispersion clear of Cornwallis Neck. This can not be done without endangering the Virginia shore. Should the shell fail to burst on impact or keyhole, the live shell would reach Virginia, and burst with disastrous results. Four-inch shell, which fail to burst on impact from one cause or another, now fall frequently below the lookout's station on Stump Neck; and, as the river at this point narrows materially, the line of fire can not be shifted to the right sufficiently to lessen the danger on Cornwallis Neck, for it now passes midway between the Stump Neck Dock and Cockpit Point.

The amount of proof work along these lines has increased already four or five times over what it was at the beginning of the war, and work in general has been trebled since November 1, 1917, in view of which it is again most earnestly recommended

[1] Not printed.

that all possible steps be taken by Congress to grant an appropriation with which to purchase land required for Navy ordnance.

It is understood that the purchase of all land for proving ground purposes has not been looked upon with favor by Congress, possibly owing to the general dissatisfaction over the proposed purchase of Kent Island for an artillery proving ground by the Army, but in this instance the Congress is assured that everyone concerned is only too willing to sell out, so that no protests need be expected from the residents of Cornwallis Neck.

In addition to the fragments that are constantly falling off the reservation proper, it might be well to add that fragments weighing from a few ounces to 8 or 10 pounds are being picked up daily in the western area of the station in the neighborhood of the office buildings and officers' quarters. In fact, recently a fragment cut through the leaves and small branches of a tree and fell within a few feet of the wife of the powder expert and the wife of the inspector, who were crossing the lawn between their respective houses.

But a few instances of narrow escapes of personnel will be cited in order to show the reality of the danger:

"The first shell, No. 1216, passed through 13¼-inch plate and about 30 feet of sand, and rolled into the road behind the butts and narrowly escaped being lost in the basin. This is the fifth 14-inch shell which has escaped from the butts of late, and it is only by good fortune that the personnel of the proving ground and the occupants of near-by quarters have thus far escaped injury." (N. P. G. letter No. 2714–4, dated June 22, 1917.)

"On round 1 the shell escaped from the butt and landed near the edge of the basin, as shown on photograph 5374 (D).[1] On round 2 the shell escaped, but remained on top of the sand behind the plate. On round 3 the shell escaped from the butt and landed on the hill in the direction of the office building, as shown on photograph 5379 (E)." [1] (N. P. G. letter No. 2714–5, dated June 18, 1917.)

Complaints regarding the falling fragments in the neighborhood are increasing in number daily. Many of the persons from whom these complaints come have few facilities for writing letters, and all are not able to express themselves clearly on the subject and feel they have done all that is necessary when they appear before the inspector with fragments in their hands, stating that this or that piece fell in their gardens or came near striking one of their children.

A 3-inch shell fired on September 14 fell within a few feet of a man living in the neighborhood of W. D. Swann's store.

It is needless to say that people occupying houses below the station on Cornwallis Neck are extremely alarmed over the situation, and are very frank to say that either the firing should cease or the Government should buy their property and enable them to go elsewhere, as it is out of the question to expect a private person to buy the property from them and be subjected to the same dangers as they themselves are now.

Further instances of narrow escapes from flying fragments can be furnished, together with many of the shell pieces, should Congress desire the same. One, only, of many similar letters is quoted here for the information of Congress.

[Copy of letter.]

INDIANHEAD, MD., *September 19, 1917.*

INSPECTOR OF ORDNANCE IN CHARGE,
*Naval Proving Ground, Indianhead, Md.*

DEAR SIR: I am sending you herewith a fragment of shell which struck the side of my house, just below the Government reservation, on Thursday, September 13, 1917. Although I have not been able to locate them, many fragments have fallen in or very near my yard, much to the apprehension of the members of my family and myself. Owing to the frequency of occurrences such as this I have endeavored to secure a house where it will be more safe, but the scarcity of houses in this village compels me to remain where I am or to move from Indianhead entirely.

The house in which I am living at present is within about 20 yards of the Potomac bank, and I am greatly concerned about the safety of my family during the day, while I am away at work.

I trust that something will be done to overcome this danger, which is menacing the safety of lives, I might say, of the entire neighborhood in which I live.

Truly, yours,

FRANK WILLIAMS.

As seen from the letter, Williams lives on the river front below the reservation, and his house occupies a dangerous position as the result of the increased amount of high-explosive work being conducted at this station at the present time.

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[1] Not printed.

In order to ameliorate these conditions by relocating various proving-ground facilities, as well as to help provide for the growing powder factory, additional land must be purchased on Cornwallis Neck. This property consists of 1,175 acres, the assessed value in 1913 of which was $63,000. (Photo F.[1]) The proving ground should own this entire peninsula. The space thereby provided will relieve the congestion in the present working area, allowing several tests to be carried on at the same time, thus enabling more experimental and research work to be carried on. There have been some promising shell (Dunwoody among others) submitted since the war began, which can not be developed on account of limitations of proving ground. This tract will afford space for an enlargement of the powder factory, now barely large enough to maintain an output of 22,000 pounds finished powder per diem.

The purchase of the whole of Cornwallis Neck is necessary to meet the situation and to insure that no persons are residing on dangerous area. As long as heavy guns of any description are fired from the present battery all property on Cornwallis Neck is within the danger zone.

The additional land will enable the proving ground to expand out of the narrow valley wherein all proof and experimental work is done, and provide room for heavy-shell test and the experimental work which suffers delay and absolute postponement through the necessity of keeping up with routine work.

There are now but few residences upon Cornwallis Neck, and of these, some of which are not in the way of the improvements planned and not in very real danger from proving-ground work, might well be allowed to remain at the present occupants' risk until their presence does actually interfere. Many cases of shells landing on this property have occurred, among them that of a 16-inch shell in August, 1916, which penetrated a house (Exhibit G [1]), and all these incidents simply show that all the inhabitants of this neck are subject to danger from the proof of heavy ordnance material. Aside from the danger zone feature, it will be worth no little money to the Government to have full control of Cornwallis Neck and to be in a position to restrict traffic through the Government reservation, which is impossible to do now, owing to the fact that private property exists beyond same, access to which must be had by a road which is now public, passing directly through the reservation.

The purchase of this land has been recommended on account of its need being felt for many years, and now the urgency existing in the test of war materials forces it to be an immediate necessity. More land will be needed for expansion of the powder factory, and this provides for it.

(*b*) *Firing of heavy guns at high angles of elevation.*—This must be done to insure that mounts on shipboard will function satisfactorily. At present all such mounts have been installed on board ship without test at the service angle of elevation. Design and mathematics do not insure always proper material. We have had many failures of heavy guns to return to battery after firing. The Navy prefers that these defects be discovered before the manufacture on a large scale and their installation aboard ship is accomplished. A recent case follows. Under date of August 14, 1917, the Naval Proving Ground addressed the Bureau of Ordnance as follows:

"It is noted that it is contemplated proving dock lugs and guns at 30° elevation, in view of which steps are being taken on the firing battery to adapt one of the pits to allow for same.

"In looking up the range of the 14-inch .50 gun at 30° elevation, using proof shot, it is estimated that the shot will fall 22,150 yards from the gun, and that to obtain this range it will be necessary to lay the gun about 105° to the left of high point, as shown on N. P. G. photograph 3158 (F).[1]

"Attention is invited to the fact that to conduct the above firing it will be necessary to fire over property which is not now in the possession of the Government. In this connection the bureau's attention is invited to N. P. G. letter No. 2204–1, of May 28, 1917,[1] covering the subject of the need of increased facilities at the proving ground."

Under date of November 12, 1917, the Bureau of Ordnance requested a decision as to whether or not the firing over the property in the vicinity of Indianhead, not owned by the Government, might be conducted. The Navy does not feel justified in going ahead with this firing as the shells would pass over many farms and villages at and near Budd's ferry and Fair Oak, hence these new mounts must be installed without firing tests.

The recent long-range battle practices held in our fleet developed certain though not unexpected defects in heavy gun mounting. Designers had done their best but lack of facilities has prevented proof of the type mount with the result that all was not as it ought to be. Still longer ranges are predicted in the future, and larger guns have been authorized. These mounts all ought to be tested before the type is

[1] Not printed.

approved. Due to the lack of a design officer in the bureau at present, such tests are required more than ever.

(c) *Ranging of heavy guns for ranges used in modern battles.*—The battle of the Jutland, our own long-range practices, actions off Zeebrugge, and so on, indicate that mathematically calculated range tables are not correct in practice. Tables are based on results of ranging tests carried up to but 16,000 yards. The discrepancies found between range finder range and gun range are due measurably to these defects in the tables. The lack of hitting first will lose the battle. What is the item of $1,000,000 when compared to the probable loss of many $15,000,000 battleships in our next action, a loss that will be due solely to lack of proving ground facilities? The Navy ought to know what its shells do beyond 16,000 yards. Calculations have proven wrong and we ought to be able to get the exact facts. Suppose we desire to outrange the famous German gun now shooting into Dunkirk. How can it be done without trials? With trials the range of that gun can easily be exceeded by our present Navy guns. This is but one of probable requirements that the war may bring.

(d) *Calibration of guns in an effort to reduce dispersion.*—The question of reducing dispersion waits upon the granting and establishing of an auxiliary proving ground. This is a very important gunnery problem in battle. The plan proposed in the foregoing will permit a study of the problem, if it does not permit a complete solution thereof.

(e) *Tests of service ammunition.*—As an ordnance axiom, no guns should be fired in service in a manner differing in the slightest from that in which they have been fired at the proving ground. The danger incurred due, primarily, to fear of premature burst of shells, and, secondly, to the danger when they do burst as designed, to such firing has and does prevent such being the case. The tragedy on the *Mongolia* would not have occurred if the proving ground's limitations had not prevented such firing. The Navy desires to fire all guns as in service at the proving ground before instructions are issued to the depots to assemble ammunition. That we can not do so is because of the restrictions of the proving ground as recited hereinbefore at length.

To enable the accomplishment of (b), (c), (d) and (e), the purchase of a tract of land on Persimmon Point, Va., just above upper Machodoc Creek and south of Potomac View, Va., which is just opposite Lower Cedar Point, Md., is proposed. (See blue print, Exhibit H.)[1] This tract will contain the auxiliary ranging station for large guns. From this point a clear and unobstructed range of 48,000 yards can be obtained across the Kettle Bottom Shoals, and by and beyond Piney Point, some 50,000 yards.

In years past the range needed for large gun work has been estimated from 20,000 to 35,000 yards. The former estimate was made before the present development of large guns. It is as easy to secure the 48,000-yard range, and nothing less should be sought, because it would be necessary to move again in the near future.

The recommendation for the purchase of a tract of land on Persimmon Point, Va., is made in order that large guns and mounts may be proved and ranged at their maximum angle of elevation, which it is impossible to do from the present battery, as sufficient distance is not available down the river from the present location, 18,000 yards being the limit now. The Persimmon Point location lends itself to this purpose not only on account of the splendid stretch of water lying in front of it, but also because of the fact that the Washington-Newport News Short Line, which is projected and is to be built certainly within the next year or two, will run in rear of this tract at a distance of not more than 4 or 5 miles, thus giving excellent railroad communication. If such railroad communication is unduly delayed, there is a deep-water approach just above Matomkin Point which will permit of a short dock for landing guns, which dock will be connected with Persimmon Point by a railroad of approximately 6 miles in length. This location is recommended instead of one near Piney Point, as a 40,000-yard range from the latter would cross the track of vessels bound to and from Baltimore up and down the Chesapeake Bay. The Kettle Bottom Shoals range has the further advantage of possessing Government lighthouses on both sides of this range, which would lend themselves excellently for occupancy as ranging stations.

The bureau realizes that a long land range may for some reasons be preferable, but, as none can be located, it is recommended that this water range be obtained.

The various items required in the construction of a proving ground are listed hereinafter, together with the probable cost at the present day. Many of these items will be provided by the transfer of cranes and machinery that can be spared as activities are transferred, and thus the estimated amount will be much reduced. Instead of $1,000,000, it is probable that not over $600,000 in all will be expended. However, in order that we may be certain to have the facilities necessary, the larger sum must be allotted.

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[1] Not printed.

No. 5.]

**COMMITTEE ON NAVAL AFFAIRS,**
**HOUSE OF REPRESENTATIVES,**
**Washington, D. C., Monday, January 21, 1918.**

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. The committee will come to order. We have with us this morning Admiral Griffin, Chief of the Bureau of Steam Engineering, and Admiral Taylor, Chief of the Bureau of Construction and Repair. Turn to page 90 of the bill, please.

## STATEMENT OF REAR ADMIRAL ROBERT S. GRIFFIN, CHIEF OF BUREAU OF STEAM ENGINEERING, DEPARTMENT OF THE NAVY.

The CHAIRMAN. Admiral, I notice under "Engineering," for repairs, preservation, and renewal of machinery, etc., on page 91, you have some new language, "Searchlights and fire-control equipment for antiaircraft defense at shore stations." Tell us about that, please.

Admiral GRIFFIN. That is language inserted to cover equipment that the Bureau of Steam Engineering furnishes for the aircraft stations. We have to have searchlights and fire-control apparatus, all of which is supplied to ships by the bureau, and this is an extension of the language to cover these antiaircraft stations.

The CHAIRMAN. It is an activity that you are already performing?

Admiral GRIFFIN. It is an activity we are already performing on board ship, and this is but extending it to these stations.

The CHAIRMAN. What are you doing at the stations?

Admiral GRIFFIN. We supply searchlights and all wiring, telephones, and such apparatus necessary to direct the operations of the guns.

Mr. HICKS. May I ask you if this only applies to naval stations?

Admiral GRIFFIN. Yes, sir.

Mr. HICKS. Where the Government has searchlights, we will say at Fort Wright, on Fishers Island, New York, are they under the Army entirely?

Admiral GRIFFIN. The Army.

Mr. HICKS. Although it is used to protect incoming ships?

Admiral GRIFFIN. That is an Army matter entirely.

Mr. HICKS. Wherever the thing is located determines whether it is the Army or the Navy?

Admiral GRIFFIN. Yes, sir.

Mr. HICKS. It is not what it is intended to do, but where it is located?

Admiral GRIFFIN. Where it is located.

Mr. HICKS. Have you had any trouble in getting searchlights?

Admiral GRIFFIN. Yes, sir; a good deal. The manufacturers are all slow in delivering.

Mr. HICKS. What is the cause of that, lack of material or labor?

Admiral GRIFFIN. No; it is the large demand.

Mr. HICKS. You have got your orders in?

Admiral GRIFFIN. We had our orders in quite early. I do not know whether I have that date this morning or not.

Mr. BUTLER. What are the estimates for this this year?

The CHAIRMAN. This particular item is $50,000,000.

Mr. BUTLER. What is the whole Department of Steam Engineering?

The CHAIRMAN. We are on page 91. I was asking him about that new language there, "Searchlights and fire-control equipment for antiaircraft defenses at shore stations."

Mr. HICKS. Do not delay, Admiral; you can put that data in afterwards.

Admiral GRIFFIN. The first requisitions were in May. We had a large number ordered before that, dating back more than a year.

Mr. HICKS. They all, of course, are privately made?

Admiral GRIFFIN. Yes. These particular lights are made by the General Electric and the Sperry Co. in Brooklyn. They are high-power lights.

The CHAIRMAN. I notice, Admiral, that you are changing the amount of that proviso that can be expended for clerical, drafting, inspection, and messenger service of $1,035,000 to $3,035,000, an increase of $2,000,000 for clerical force. Will you please tell us about that?

Admiral GRIFFIN. That $2,000,000 is the amount which was included in the deficiency bill last year, in addition to what is appropriated for the same purpose in the naval appropriation bill.

The CHAIRMAN. Do you need all of that for the current year?

Admiral GRIFFIN. We have not spent all of it, but our demands are increasing all the time and we will probably need every bit of it; we can not tell how much we will need, but would be embarrassed.

Mr. BUTLER. I could not hear the question and the answer.

The CHAIRMAN. I asked him about the increase down near the bottom of page 92; you will see that the amount is increased by $2,000,000.

Mr. BUTLER. To be used for clerical, drafting, and inspecting purposes. I asked him why the increase. He stated that this was the same amount as last year, as $2,000,000 had been included last year in the deficiency bill, and that this was the same amount. This is the same amount as we appropriated in here?

The CHAIRMAN. No, sir.

Mr. BUTLER. And the deficiency together?

The CHAIRMAN. No, sir.

Mr. BUTLER. So there is no reduction in the amount?

The CHAIRMAN. No, sir.

Mr. BUTLER. Did you ask him anything about the increase in the clerical force?

The CHAIRMAN. I was just going to ask him about that.

Mr. BUTLER. I will thank you if you will, please.

The CHAIRMAN. I would like for you to give us full information as to the clerical force that is used under this appropriation.

Admiral GRIFFIN. That appropriation is to cover the clerks at navy yards and shore stations generally. That is for our inspection force, draftsmen, clerks, and everybody that we have to employ outside of Washington.

Mr. BUTLER. These are the clerks that are necessary for the clerks in your department?

Admiral GRIFFIN. Outside of Washington.

Mr. BUTLER. They are not enlisted?

Admiral GRIFFIN. No, sir.

Mr. BUTLER. They do not wear uniforms?

Admiral GRIFFIN. No; they are civilians, civil-service employees.

Mr. BUTLER. During the emergency?

Admiral GRIFFIN. Yes; that is, the $2,000,000 covers the emergency. The $1,035,000 covers those people who are employed in ordinary times.

Mr. BUTLER. Of course, there has been a very great expansion in your department of Steam Engineering?

Admiral GRIFFIN. Yes, sir. We have had to multiply the force considerably.

Mr. BROWNING. Do you think that is increased now as far as it will be?

Admiral GRIFFIN. No, sir; every week we are taking on more people, especially technical people.

Mr. BROWNING. Will this appropriation be large enough to pay for those whom you expect to employ?

Admiral GRIFFIN. I think it will.

Mr. BROWNING. And you will not have to come back for a deficiency?

Admiral GRIFFIN. I think not.

The CHAIRMAN. Your appropriation last year was $12,270,000 in the original appropration bill, and you had two deficiencies, one of $34,960,500 under the act of June 15, 1917, and by the act of October 6, 1917, you had $10,000,000.

Admiral GRIFFIN. Yes, sir.

The CHAIRMAN. Will you need for this year this $50,000,000 for the work that is being done?

Admiral GRIFFIN. Yes. Of course, any figure put in is more or less of a guess, because we can not tell what will happen, and that $50,000,000 was made up from the expenditures that had been made—that is, the monthly expenditures—the largest monthly expenditures we had had up to the time the estimate was made.

The CHAIRMAN. It has been several months since the estimate was made. How about this, then?

Admiral GRIFFIN. There was an allowance put on there for contingencies. Just at this moment the expenditures are running very high, and $50,000,000 would not carry us through at the present rate, but I think there will be a let up in our expenditures after we get a number of ships fitted out that are now undergoing that process at the navy yards.

Mr. KELLEY. Mr. Chairman, would you have the admiral state, perhaps not for the record, but in a general way for the committee, how this fifty-odd million was spent last year?

The CHAIRMAN. Just make that statement, and in revising you can strike out what ought not to be printed.

Mr. BROWNING. I do not think that anything that ought not to be printed should go into the record.

The CHAIRMAN. How did you use the $57,000,000 last year? How are you using it, and how will you need this?

Admiral GRIFFIN. We used it in the ordinary upkeep of the ships of the fleet, which comprises repairs to boilers, building new boilers, the providing of spare boiler material, condenser tubes and all sorts of supplies that these ships have to have; searchlights and radio apparatus, and of that we purchased a very large quantity. We have bought a large quantity of shafting and forgings for the ships of the fleet. Ordinarily we keep a limited number of these forgings on hand, to supply any casualty that may occur, but as soon as the war came on we were advised by the British that their destroyers operating in the war zone had a great many accidents to shafting and propellers, so we went to work and laid in a large stock of them, enough to meet any reasonable demand that might be expected, and there is hardly an accident of that nature that might happen to one of the destroyers over there that we could not meet promptly.

Mr. BROWNING. Have you these supplies on the other side?

Admiral GRIFFIN. Not all. Some of them we have. We have the propellers on that side; the shafting forgings are just coming in now and we recently shipped forgings over for the *Caslin*, the destroyer that was injured by a torpedo several months ago. Within two or three weeks we will be in a position to replace immediately any forging.

Mr. KELLEY. This is not a repair fund exclusively is it? This is for new construction too?

Admiral GRIFFIN. Not new construction.

Mr. KELLEY. It is all repairs?

Admiral GRIFFIN. All repairs and maintenance. It includes new work, like the building of new boilers. For instance, we are building four sets of boilers for destroyers, so that in case a shot comes through a ship and injures her boilers, we would have a set to replace with.

Mr. HICKS. Does this represent a large amount of surplus material on hand?

Admiral GRIFFIN. No; the reserve material is procured from general account of advances, and when we draw it out we pay for it. We do not pay for it until it is used, but I mentioned that shafting first, because it is a large amount. In nearly all the ships we have taken over, all the merchant ships, we have had to put in refrigerating machinery and distilling apparatus.

The CHAIRMAN. Does this fund take care of the merchant ships that have been taken over for operation by the Government?

Admiral GRIFFIN. All the operating expenses are borne from our appropriations.

Mr. HICKS. And then the repairs to the German ships would come under your appropriation?

Admiral GRIFFIN. All the repairing. The original repairs were from the Emergency Fund.

The CHAIRMAN. But they come out of this fund now?

Admiral GRIFFIN. Oh, yes; all maintenance charges.

Mr. BROWNING. Have you all the German ships repaired now?

Admiral GRIFFIN. Oh, yes.

Mr. BUTLER. I would like to ask you a question. How many warships of all kinds have we actually in operation?

Admiral GRIFFIN. I really do not know. Admiral Taylor probably knows that.

Mr. BUTLER. This looks like a very large appropriation and if everybody knew as well as I do they would know it is all right.

The CHAIRMAN. The Secretary of the Navy stated in his report that there were 745 vessels.

Admiral GRIFFIN. I do not think that included the submarine chasers.

The CHAIRMAN. No.

Mr. BUTLER. Do you use this large appropriation for the purpose of maintaining the machinery in all of those boats?

Admiral GRIFFIN. Yes.

Mr. BUTLER. And there are over 700 of them?

Admiral GRIFFIN. Yes.

Admiral TAYLOR. There are something like 1,000 vessels in commission. That includes something over 700 referred to by the Secretary, and others added since the war began.

Mr. BUTLER. And at this time how many are there?

Admiral TAYLOR. In the neighborhood of 1,000 or 1,100.

Mr. BUTLER. And this appropriation of $50,000,000 will be used for the purpose of keeping the machinery in repair and maintaining the machinery upon all of those vessels?

Admiral GRIFFIN. Yes, sir.

Mr. BRITTEN. And the small boats are included in this 1,100?

Admiral TAYLOR. Yes, sir.

Mr. BRITTEN. That includes the chasers?

Admiral TAYLOR. Yes, sir.

Mr. HICKS. And the patrol boats?

Admiral TAYLOR. Everything.

Mr. KETTNER. It does not include the armed merchantmen?

Admiral TAYLOR. No, sir. The merchantmen have gun crews on them but they are operated by the owners.

The CHAIRMAN. These merchant vessels which have been taken over and operated by the Government are included?

Admiral TAYLOR. Yes, sir.

Admiral GRIFFIN. One large expense we have had is in the purchase of storage batteries for submarines, and also for auxiliary service on a great many of these merchant ships, because we have to provide a source for radio communication outside of the electric plant of the ship, so we put in storage batteries for that purpose, and altogether we have about 3,000 of them.

Mr. BRITTEN. At approximately how much apiece?

Admiral GRIFFIN. The small ones will run from $400 to $4,000 or $5,000 apiece. The large ones, for the submarines run up to $40,000 or $50,000.

Mr. BRITTEN. That is only a replacement and not original?

Admiral GRIFFIN. Only in replacement. We have had to replace a good many. We have also had to replace some engines in the submarines.

The CHAIRMAN. You say the storage batteries for the large submarines run up to $50,000?

Admiral GRIFFIN. Some of them, nearly to $60,000, depending on the size of the boat. We have bought about 1,000 searchlights, about 12,000 telephone sets, wire, cable, etc., amounting to about $1,250,000; submarine signaling sets, running up to about $700,000, and so forth.

The CHAIRMAN. We have been appropriating for several years for the high power radio stations, and we appropriated last year an amount supposed to be sufficient. What is the status of those now? No appropriation is asked for them this year.

Admiral GRIFFIN. All of the original high-power radio stations are completed and in operation. We have recently begun the erection of another high-power station at Annapolis, and, by the way, that comes out of this appropriation. We are paying for it out of this appropriation.

The CHAIRMAN. What will that cost you?

Admiral GRIFFIN. It will probably cost $700,000 or $800,000.

Mr. OLIVER. You will have that completed in about a month, will you not?

Admiral GRIFFIN. In May.

The CHAIRMAN. Why do you need another one at Annapolis when you have one at Arlington?

Admiral GRIFFIN. It is necessary to increase trans-Atlantic communication on account of the difficulty that might be experienced in case the cables were cut.

The CHAIRMAN. In other words you need two instead of one?

Admiral GRIFFIN. Instead of one.

Mr. OLIVER. This is very much stronger, is it not?

Admiral GRIFFIN. Yes, sir. Arlington, of course, is not powerful enough to keep up communication across the Atlantic.

Mr. OLIVER. Are you asking for an appropriation for the one you contemplate building abroad?

Admiral GRIFFIN. We are paying for that out of the current appropriation.

Mr. HICKS. The Sayville station is under the Navy, I understand.

Admiral GRIFFIN. The Navy. We operate all stations.

Mr. HICKS. There is no appropriation here for it.

Admiral GRIFFIN. No, sir. We maintain these stations, and we also pay the rentals on the stations we have taken over from the Marconi and the Federal Telegraph Co. and others. We are also building another station in Porto Rico, and $200,000 additional was in the deficiency bill for that.

Mr. OLIVER. Are you able to pay your rentals out of your commercial receipts?

Admiral GRIFFIN. Yes, sir.

Mr. OLIVER. They are self-sustaining?

Admiral GRIFFIN. Yes, sir.

Mr. BUTLER. I will ask the admiral whether a part of this is used for the maintenance of radio stations; and if so, how much of it?

Admiral GRIFFIN. I will put that in the record for you.

Mr. BUTLER. I will thank you very much if you will.

Mr. OLIVER. I would like very much for you to make a short statement of your receipts, as well as your disbursements. Have you maintained the same commercial rates that formerly obtained before you took over these stations?

Admiral GRIFFIN. So far as I know we have, but I have nothing to do with the operation of the stations. That is under the director of communications. I merely keep them supplied with material, and so on. The annual maintenance of commercial radio stations is

$199,426. The earnings of these stations from April to September, inclusive, were $158,175, or at the rate of $316,350 a year.

Mr. BUTLER. Do you contemplate erecting any more radio stations at this time?

Admiral GRIFFIN. One in France. We are erecting one over there to keep in touch with the one at Annapolis.

Mr. BUTLER. Tell me about how much, in your judgment, it will cost.

Admiral GRIFFIN. The one in France will probably cost two million and a quarter dollars. It is going to be more powerful than the one at Annapolis, and the French want to take it over at the end of the war.

Mr. BUTLER. They want to buy it?

Admiral GRIFFIN. Yes. They want to take it over from us.

Mr. VINSON. When will it be ready for use?

Admiral GRIFFIN. Probably not before August.

Mr. CONNELLY. What is their equipment there at the present time?

Mr. GRIFFIN. They have nothing at Bordeaux. They have a station at Lyons, which is about the only one that can reach this side.

The CHAIRMAN. Did they not have one on the Eiffel Tower?

Admiral GRIFFIN. They have one on the Eiffel Tower, but it is like the one at Arlington, it is not powerful enough. It is one of the earlier stations and it is not powerful enough to get communication across the Atlantic except under good weather conditions.

Mr. BUTLER. And do I understand you to say that this is more powerful than our station at Annapolis?

Admiral GRIFFIN. Yes, sir.

Mr. BUTLER. How will it compare with the one at Annapolis?

Admiral GRIFFIN. The one at Annapolis is two or three times as powerful as Arlington.

Mr. HICKS. How about the one at Sayville, Long Island?

Admiral GRIFFIN. It is more powerful than that.

Mr. BROWNING. How about the Tuckertown station?

Admiral GRIFFIN. It is not comparable with the one we are putting up at Annapolis.

Mr. CONNELLY. Will they be strong enough to talk clear across?

Admiral GRIFFIN. Yes, sir.

Mr. BRITTEN. When will you finish the one at Annapolis?

Admiral GRIFFIN. In May.

Mr. BRITTEN. And the one in France by August?

Admiral GRIFFIN. Yes, sir.

Mr. BRITTEN. Are all the equipment and structural parts being made here for the station in France?

Admiral GRIFFIN. Yes; everything.

Mr. BUTLER. It will be interesting to know how we reach France now.

Admiral GRIFFIN. Nearly all the work is done by cable.

Mr. BUTLER. I understand, by cable only and not by air?

Admiral GRIFFIN. There is some communication by air, but no attempt is made to keep that up because it is slower than by cable.

Mr. BRITTEN. And also because of the congestion. Is not that true?

Admiral GRIFFIN. Yes, sir. You can only get about 30,000 words through a day by wireless.

Mr. BUTLER. That is what I understood. We are operating badly congested.

Mr. PETERS. What will the new station give you?

Admiral GRIFFIN. About 50,000 additional.

Mr. PETERS. Will that be sufficient for your needs?

Admiral GRIFFIN. It probably will. Of course everything will be sent in code.

Mr. PETERS. Outside of cables, will that take care of all the business?

Admiral GRIFFIN. If the cables are cut, it is estimated that the Annapolis station and Sayville and Tuckertown would probably be able to take care of all absolutely necessary military business. Since we started the station in France, that is, gave the orders for the equipment, I have learned that the British are establishing a high-powered station in the Azores. Of course, that will help out too, because it will be a relay station.

Mr. KETTNER. Did you say we had a station at San Diego?

Admiral GRIFFIN. Yes, sir.

Mr. KETTNER. How powerful is that?

Admiral GRIFFIN. That will reach Honolulu, which was what is was built for, and it will also reach this side. In fact, you were present at the opening of that station, when this was done.

Mr. BRITTEN. How will it compare in strength with the Annapolis station?

Admiral GRIFFIN. Less powerful.

Mr. BRITTEN. On the percentage standard?

Admiral GRIFFIN. Probably 60 or 70 per cent.

The CHAIRMAN. This belt line of stations that we had running to the Canal and the California coast and the Hawaiian Islands, and Samoa and the Philippines have been completed and I understand you to say are working satisfactory?

Admiral GRIFFIN. Yes, sir. We are not trying to operate those Pacific coast stations now, because there is no necessity for it. Nearly everything is in the Atlantic.

Mr. BRITTEN. Is not there enough commercial business in the Pacific to operate them?

Admiral GRIFFIN. No. The commercial stations take care of that. You see we took over the commercial stations out there and are operating them.

Mr. BROWNING. As I understand it, we did not build a station on Guam? It was abandoned?

The CHAIRMAN. Samoa, I think.

Admiral GRIFFIN. There was a secondary station established at Guam, one of sufficient power to reach Cavite, but the long-distance work will be done between Pearl Harbor and Cavite.

Mr. BROWNING. I thought you abandoned it?

Admiral GRIFFIN. We have a small station there, just enough for the local needs, and also at Tutuila, in Samoa. We have a small station there. The Pearl Harbor station was completed in October and the Cavite station in November.

Mr. BRITTEN. What improvements did you make to the station at Guam in the past three years, if any?

Admiral GRIFFIN. We have erected new towers there and put in increased equipment; that is, put in equipment that will reach to Cavite.

Mr. BUTLER. Mr. Chairman, my neighbor and I here would like to know if at the right time, something about the new motor for air planes.

The CHAIRMAN. Just a moment and we will finish here and take that up separately.

The items for the engineering experiment station and equipment of buildings—that is the same as last year—$85,000, will that meet your requirements?

Admiral GRIFFIN. I do not think it will.

The CHAIRMAN. What about the engineering experiment station, $85,000.

Admiral GRIFFIN. The demands on the station have increased a great deal and I think we ought to have $125,000 for that.

Mr. BROWNING. Which one is that?

The CHAIRMAN. At the top of page 94, the experiment station.

Admiral GRIFFIN. Yes, and $50,000 for that equipment fund. I would like very much if in the appropriations that are made the two could be combined in one. It would enable us sometimes to swap around and get something that is very much needed in equipment, for instance. Twenty thousand dollars goes a very short distance in buying equipment.

The CHAIRMAN. If those two were consolidated, could they be reduced some below the aggregate of the two amounts you have asked for?

Admiral GRIFFIN. We could probably get along with $150,000 or $160,000 for both.

Mr. BROWNING. What do you say you ought to have in place of this $85,000?

Admiral GRIFFIN. $125,000.

The CHAIRMAN. And $50,000 for the other. He says that he recommends the consolidation of these two items and he has stated that if they were consolidated he might be able to get along with $150.000 or $160,000 instead of $175,000.

Mr. BRITTEN. How does he suggest consolidating these two items, by changing the language of the bill?

Admiral GRIFFIN. Just say maintenance of station and equipment of buildings.

Mr. BRITTEN. I do not see any objection to that.

The CHAIRMAN. Work on the new laboratories has been suspended. The war coming on the board having it in charge decided that it was not well to undertake that and that work is being held in abeyance during the war.

Mr. CONNELLY. It has never been started—the construction?

The CHAIRMAN. I do not know.

Mr. HICKS. Has the location been approved?

The CHAIRMAN. I understand not. The whole thing has been held in abeyance that it might be considered more properly when the war was over, as it was for a permanent experiment station. We have some new language: "The foregoing appropriations for the Naval Establishment shall be available for similar expenses of the Coast Guard and Lighthouse Services while cooperating with the Navy in so far as the regular appropriation for these services are insufficient therefor and when expenditures are not made naval appropriations need not be reimbursed from the appropriations of

the Coast Guard and Lighthouse Services." Is this language necessary in order to make this come under the appropriation?

Admiral GRIFFIN. Yes, sir. We have taken over all the vessels of the Coast Guard and Lighthouse services, and are keeping them in repair and looking out for them generally, and that is just to legalize what we are doing.

Mr. CONNELLY. I wonder if "During the war" would not be good language?

The CHAIRMAN. This is put in every session, so we can leave it out. It is only for the appropriations of this bill. It says, "The foregoing appropriations," and terminates itself in one year.

Mr. CONNELLY. I suppose it would go in next year, being in italics, it would go in necessarily.

The CHAIRMAN. Not necessarily, because as soon as the war is over the Coast Guard and the Lighthouse services go back to the Treasury and Commerce, and the Navy would not take care of them at all.

That finishes yours, Admiral, I believe, except the "Increase of the Navy," and that we will not take up until we get the recommendations. We will have you back when we take up the "Increase of the Navy." Is there any other matter to which you wish to call the attention of the committee which is not in the regular estimates?

Admiral GRIFFIN. No, sir; I do not know of anything.

The CHAIRMAN. The matter that Mr. Butler suggested—what was it, now, Mr. Butler?

Mr. BUTLER. We have here Admiral Griffin, and we have Admiral Taylor, and they have to do with the preparation of these machines, and if you will let each one of these officers speak to us a little about the development of the Liberty Motor, I think it would be interesting. We have talked a good many times about developing flying machines.

Mr. BROWNING. Before we get into that, may I ask the Admiral regarding the storage batteries for submarines? Have you solved that problem?

Admiral GRIFFIN. We are having no trouble with batteries at this time.

Mr. BUTLER. The batteries are entirely satisfactory to you?

Admiral GRIFFIN. Yes, sir.

Mr. BUTLER. Admiral Taylor, will you tell us something about that air-washing device on submarines?

Admiral TAYLOR. The latest device we have has been developed in conjunction with the experts of the Bureau of Mines, who have taken quite an interest in it, and we now have standard apparatus which is placed on all submarines where it is needed. It is simply an apparatus to absorb the carbon dioxide and is working satisfactorily.

Mr. BUTLER. You think, so far as you know, that the apparatus on our submarines is as good as that on the Germans?

Admiral TAYLOR. So far as I know; yes, sir. I know that it is quite satisfactory. As a matter of fact the question of the absorption of carbon dioxide is not a very serious one in ordinary operation. It is only necessary when submerged for a very long time.

Mr. BUTLER. What do you call a very long time? What is the maximum that our submarines can be submerged?

Admiral TAYLOR. Practically two or three days; but I would call anything over 24 hours a long time. We would need to bring into effect the air-purifying devices after 14 to 17 hours, but we have had some of the older submarines that stayed down 24 hours without anything of the kind.

Mr. WILSON. Do you mean that they can stay down 24 hours, using the air taken down in the submarine?

Admiral TAYLOR. Yes, consuming the air stored in the submarine.

Mr. WILSON. Would you utilize that during this time up to the 24-hour period?

Admiral TAYLOR. Yes. About 10 years ago we had two submarines that stayed down 24 hours.

Mr. HICKS. What is the longest time that these submarines have been down with this purifying device?

Admiral TAYLOR. It has been tested up to 48 hours, but, so far as air purifying is concerned, there would be no great difficulty in staying down three or four days. It would be necessary to replenish the air supply. This merely gets rid of the carbon dioxide. You must replenish the oxygen.

Mr. OLIVER. In a speech recently delivered by Senator McCumber in the Senate, criticism was directed against the Navy because of its failure to expend $50,000 in experimenting with a nonsinkable concrete ship suggested by Mr. Maxim. I would like for you to give to the committee such information as you have on this proposed concrete ship.

Admiral TAYLOR. First, with reference to Mr. Maxim, I do not think Mr. Maxim has any quarrel or any feeling against the Navy Department, because, as a matter of fact, he has come to us with a number of different devices and we have made experiments on a small scale to test out his devices, and I understand he was very much pleased with the fact that we made them and the results. The question of the concrete ship protection, when it first came to us, did not come from Mr. Maxim. Certain people abroad have given a great deal of investigation to it and a great many investigations and experiments have been made, and we know their results. I do not believe that any experiment that we would make would add very much to the information, although not familiar at the moment with Mr. Maxim's last development of the concrete ship. He started out with an entirely different device, not involving concrete, which we tested on a small scale. On one plan of using concrete to protect merchant ships it is associated with building an extension or bay window on each side of the ship—a blister, the technical English name is. That was suggested a number of years ago, and some ships have had these blisters applied, and in addition we have found that if you put a foot or two of concrete on the original hull of the ship—the blister projects practically 10 feet out from the original hull—it is effective in preventing the explosion reaching the interior of the ship proper. The real difficulty with all these devices—there are any number of devices which can be applied to add to the protection of merchant ships—but the real difficulty in the case of this blister, for instance, is that it would not only reduce the speed materially but it would require perhaps 20 per cent of the material of the original hull, and the effort to apply it to the merchant ship

would be, say, 20 per cent of the effort involved in originally building the ship.

Mr. BRITTEN. What do you mean by taking 20 per cent of the effort of the hull to apply these blisters?

Admiral TAYLOR. These extensions have to be made as strong as the hull to resist the sea. They weigh very much, naturally. Take a 40-foot ship, for instance, and put 10-foot blisters on her and that would increase her beam to 60 feet below water.

Mr. BRITTEN. Is it buoyant?

Admiral TAYLOR. It is buoyant.

Mr. BRITTEN. How thick would be your concrete?

Admiral TAYLOR. The concrete would depend—there is no definite statement to be made with regard to that.

Mr. HICKS. That is all reinforced concrete, of course?

Admiral TAYLOR. It would be reinforced concrete.

Mr. HICKS. Would not that reduce the tonnage-carrying capacity of the ship?

Admiral TAYLOR. It would if you made the concrete thick enough. It is possible to make this so that it will carry its own weight. That is, the additional displacement would equal the additional weight. Instead of using 20 per cent of the original material and labor in rebuilding existing ships, you will probably get more stuff across the ocean in the end by taking that 20 per cent and putting it into new ships.

Mr. KELLEY. Would this require a great deal of time?

Admiral TAYLOR. Yes. It would be practically impossible to add additional protection worth while on any large number of merchant ships without putting them out of commission for a long time.

Mr. CONNELLY. What would be the objection to putting such a device as that on a battleship? Would it kill the speed?

Admiral TAYLOR. It would materially reduce the speed, but we have protection on the battleship in the way of compartments and bulkheads which is quite satisfactory.

Mr. BRITTEN. Would it be asking too much of you to suggest that you read Senator McCumber's speech—it is not very lenghty—and furnish the committee with such evidence as you have relating to the matters stated in the speech? In other words, where he specifically calls attention to certain things that have been done or have not been done in the Navy Department. I think the committee ought to have the information. (See statement appended.)

Admiral TAYLOR. Yes. Additional ordinary bulkheads are practically as effective as this other protection and very much cheaper and easier to put in, but the shipping men object to them also for the reason that it makes your hold small—makes it harder to stow.

Mr. HICKS. You have been very explicit in your description of this concrete protection device. Could not you tell us something about a concrete ship, where the whole ship is to be built out of concrete? That is a matter being discussed now rather largely.

Admiral TAYLOR. There is a great deal of discussion of that and the Shipping Board has taken it up vigorously. We have had a number of people with propositions to build concrete ships come to us and we are undertaking to build a few concrete barges.

Mr. HICKS. What do you think of it professionally?

Admiral TAYLOR. Whenever these concrete people come to me I ask them "How does the weight of your ship compare with the weight on the ordinary system?" I have seen none who have looked into it carefully who will claim that a concrete ship will not weigh 15 or 20 per cent more than the ordinary type of vessel, and I have not seen any inventor who believes that the concrete ship can be built as light as the steel ship. There have been some small concrete ships built in Norway and an 80-foot tug. There is an enterprise on the Pacific coast, I believe, which is undertaking to build 5,000-ton vessels of concrete and there are various other people undertaking to build concrete ships.

Mr. OLIVER. This is not a new idea, but one that has had the serious thought and study of experts for some time?

Admiral TAYLOR. Yes. The difficulty with concrete ships is that no one knows what they will do at sea, and no one can find out until they have built one and tried it.

Mr. OLIVER. Where is one being built on the Pacific coast?

Admiral TAYLOR. I believe it is somewhere near San Francisco.

Mr. OLIVER. The criticism seems to me to be that concrete is claimed to be absolute proof against submarine attacks; yet the Navy, with knowledge or information as to such claim, has never ordered any experiments?

Admiral TAYLOR. That was another kind of concrete ship. What these men are speaking of was not a ship for protection against submarine torpedoes, but a ship that could be built entirely out of concrete and would save the use of so much steel. It is not straight concrete in any case; it is reinforced concrete.

Mr. HICKS. And I understand time is also a factor and that after the first vessel has been built it will be comparatively simple to make duplicates, at a saving of both time and expense. I understand they could take those forms used in the first ship, set them up alongside and pour the concrete right in, and that it will take only three or four months to build each succeeding ship, and these of fairly large tonnage.

Admiral TAYLOR. I feel if the concrete ship comes, it will have to come just as the iron ship came and the steel ship. The steel ships have been built by trying them out until we know pretty well now what we can do in strength of steel ships. It has never been just exactly determined, as in building a bridge, where you know what will be upon it. I believe the concrete ship will come, if it does come step by step, advancing, say from 80 to 120 feet and from that to 150, and so on.

Mr. HENSLEY. In building these concrete buildings they do not know exactly what the strength of the storm is going to be or the cyclone, yet they are bound to figure the tensile strength and all sorts of strength in those concrete buildings. If it will stand in that sort of structure and withstand storms, do you not think it will be a success withstanding the sea?

Admiral TAYLOR. In figuring on a bridge or a large building I understand that the architects do design it against a certain wind stress, and usually they design it for a wind stress of 100 miles an hour, which is the limit of wind on land for practical purposes, and even so the wind stresses are very much less than the normal stress that would have to be provided against.

Mr. BRITTEN. The building is stationary also, and it is not likely to be tossed around?

Admiral TAYLOR. The wind stress on a building is rather a minor factor. If they make the building or the bridge strong enough to withstand the other load, the wind stress is comparatively minor. There was a case many years ago in Great Britain where a bridge went down in a wind, and ever since then this wind stress has been very carefully figured on important bridges.

Mr. HICKS. I have been in consultation with a number of concrete experts in the last month, and they all confirm the statements you have made; that is, they do not know whether these ships will stand the sea stresses, for no experiments, or at least not a sufficient number of tests, have yet been made.

Admiral TAYLOR. There is another factor in the concrete ship. Concrete has behaved very badly in a number of cases in sea water. The technical press has just been running a series of articles by a man from the Bureau of Standards, going particularly into the question of damage to reinforced concrete in sea water. We have had some troubles in the Navy, at Boston particularly, with some piers we have built there.

Mr. WILSON. You mean the action of the salt water?

Admiral TAYLOR. Yes; it is detrimental to the concrete in many cases.

The CHAIRMAN. We were told several years ago by Admiral Hollyday that in the construction of concrete piling the action of the sea water was exceedingly detrimental and that was one of the big factors they had to overcome.

Admiral TAYLOR. That was the case. I believe the latest theory of these gentlemen who have been looking up the subject for the Bureau of Standards is that a comparatively slight mechanical abrasion of the surface gives a chance for the sea water to come in; that if you can keep the surface intact it does less damage.

Mr. BRITTEN. About two years ago the House appropriated $750,000 for the purchase of certain patent rights of Mr. John Hays Hammond.

The CHAIRMAN. That was under the Army.

Mr. BRITTEN. The Army and Navy, both—we considered it at our committee—for the direction of vessels from the shore. That money has not been expended yet, has it?

The CHAIRMAN. It was for the purchase—that was not put under the Navy.

Admiral TAYLOR. It was not put under the Navy, but there was a provision made that there was to be a joint Army and Navy board. The Navy came in on the board but not on the money, as I recall it. I happen to know that the experiments are still going on.

Mr. HICKS. Satisfactorily, do you mean?

Admiral TAYLOR. I do not think they have come to a satisfactory conclusion.

The CHAIRMAN. Let us return to the matter now that was asked by Mr. Butler with reference to the motors. Admiral, will you and Admiral Griffin tell us about the motor sometimes called the Liberty motor? I saw an article in the paper the other day that there had been an improvement or later design, changing some of the designs

of the Liberty motor; that we now had a motor which was much superior to what was originally put out as the Liberty motor.

Admiral GRIFFIN. The manufacture of the Liberty motor is going on. I believe they are not producing them quite as rapidly, or rather they did not come into production quite as quickly as they expected; but they are turning them out now. That is, one firm is.

Mr. KELLEY. The Packard Co.?

Admiral GRIFFIN. The Packard Co. And we will have them under manufacture by other firms at an early date. There is no doubt that it is the best motor that has been designed in this country.

The CHAIRMAN. How does it compare with the accomplishments of other countries, so far as we know?

Admiral GRIFFIN. We do not know very well what types have been in a motor of that size, but indications are that it is going to give a very good account of itself. Like all new designs, there have been some alterations necessary, some stiffening up of the weak places, and so on.

Mr. CONNELLY. Is it a standard motor?

Admiral GRIFFIN. Standardized, yes.

Mr. BUTLER. Is this motor commonly known as the Liberty motor?

Admiral GRIFFIN. The Liberty motor.

Mr. BUTLER. Used in the Army as well as in the Navy?

Admiral GRIFFIN. Yes, sir; we decided that we should have one type, standardized.

Mr. TALBOTT. You will have motors just as fast as you can obtain the operators for them, won't you?

Admiral GRIFFIN. I have not anything to do with that; but my personal opinion is that we will not have the machines as soon as we have the operators. That is my personal opinion, but I really am not qualified to answer.

Mr. KELLY. When was the design for the Liberty motor finished?

Admiral GRIFFIN. In July, I think.

Mr. WINSON. The first Liberty motor was turned out on July 5, was it not?

Mr. HICKS. You say you have two or three. Have they been tested by flight?

Admiral GRIFFIN. On a small scale.

Mr. HICKS. And you are not prepared to say whether they are satisfactory or not for heavy service?

Admiral GRIFFIN. So far as we have gone, it is satisfactory. It is the best motor we have in this country, there is no question about that, as to the power.

The CHAIRMAN. The Admiral stated that although the design was adopted in July, that there had been by experiments a discovery of weak spots here and there which had been, from time to time, changed and remedied, resulting in delays in completing the delivery of the motor.

Mr. KELLEY. That is, the manufacturers have continued the experimentation until they are satisfied?

The CHAIRMAN. Yes; and that they are just lately reaching a stage of production where they feel that they have remedied those discovered weak spots. That is what I understood you to say?

Admiral GRIFFIN. Yes, sir. Those are remedied under the direction of the Aircraft Production Board, of course.

Mr. BROWNING. I understood the Admiral to say that he could not tell us how our motors compare with the foreign motors. Am I right?

Admiral GRIFFIN. In the power, yes, sir.

Mr. BROWNING. From the reports in the newspapers it seems to me that we have brought down enough foreign machines, and we ought to have their motors and know what they are.

Admiral GRIFFIN. The Liberty motor is supposed to embody the best known devices of foreign motors and the best ideas of American designers.

Mr. BROWNING. Is there not a French motor, the Gnome, or something of that kind?

Admiral GRIFFIN. Yes; we have some Gnomes, a few of them.

Mr. BROWNING. Are they a pretty good motor?

Admiral GRIFFIN. Forty under contract now. We use them for training purposes now. It is 100 horsepower, and the Liberty is 400. It is not powerful enough.

Mr. BROWNING. No; I understood that to be the case, but it seemed to me from the number of machines that we have been capturing down into our allies' territory, we ought to know pretty well what the power is and what kind of motor they are using and improve if possible on anything that they have.

Mr. VINSON. Has not the Liberty motor been tested and passed all expectations?

Admiral TAYLOR. They were designed to be from 300 to 350 horsepower and they are developing 400. The Mercedes motor, I believe, is only about 260 horsepower. It has been used almost exclusively by the Germans. I believe the largest that has been captured is only 260 horsepower.

Mr. BUTLER. And what are you reaching?

Admiral TAYLOR. About 400 in the Liberty motor. The Liberty motor is being made in two types, a high compression for the Army and a low compression for the Navy. We figure that the Navy men will not fly to such a height as the Army machines, so they expect to fly at 10,000 feet or more.

Mr. PETERS. What is the big Italian motor?

Admiral TAYLOR. They have various kinds, and they have been trying to develop large motors.

Mr. PETERS. How does the Liberty motor compare with the Italian?

Admiral TAYLOR. I could not tell you the details but I think it weighs quite a bit less, and the essential feature of the Liberty motor was that it was designed to be manufactured in large quantities.

Mr. BROWNING. Is the life of this Liberty motor longer than the life of the other motors?

Admiral TAYLOR. We do not know. We have not had enough experience in actual flying on a large scale with the Liberty motor for that to be determined. As regards the performance of the Liberty motor, it has to date, passed satisfactorily every test, but we have not yet been able to give it the final test of actually flying it in large quantities; that experience has not been had but will be very soon now as the motors are being produced in numbers.

The CHAIRMAN. Let us turn to page 84 of the estimates. Bureau of Construction and Repair. We have Admiral Taylor, chief of the bureau, with us.

## STATEMENT OF REAR ADMIRAL DAVID W. TAYLOR, CHIEF, BUREAU OF CONSTRUCTION AND REPAIR, DEPARTMENT OF THE NAVY.

The CHAIRMAN. On page 85, Admiral, you have inserted some new language, "Repair and maintenance of vessels of the Coast Guard and Lighthouse Services, submarine chasers, and patrol boats."

Admiral TAYLOR. I think that language was in the deficiency bill which was passed last October.

The CHAIRMAN. And it is needed to take care of that?

Admiral TAYLOR. Yes, sir.

The CHAIRMAN. You are asking for $60,000,000 as against about $70,000,000—$12,850,000 in the original act and $57,327,340 in the deficiency act of June 15. Will you need all of the $60,000,000?

Admiral TAYLOR. That is the best estimate we can make now.

The CHAIRMAN. Do you think that will be enough for you?

Admiral TAYLOR. We hope so. I should explain, perhaps, that of that $70,000,000 we will have quite a balance this year. When the deficiency estimates went down to Mr. Fitzgerald's committee they divided into a large number of items, and included in this was $21,000,000 for buying two hospital ships and 5 fuel ships which we thought we would need. After the estimates went down in that shape there was a demand made to combine them under the regular heads, and that particular item landed under the appropriation "Construction and repair." We have bought the two hospital ships, but we have not and probably will not buy the fuel ships.

Mr. BRITTEN. What did you pay for the hospital ships?

Admiral TAYLOR. The proposition has not been settled yet, but the appraisal board which passes on all of these matters appraised them at $2,240,000 each.

Mr. BRITTEN. What sized ships are they?

Admiral TAYLOR. They are passenger ships, Ward liners, going from New York to Cuba, about 400 feet long.

Mr. BRITTEN. What displacement?

Admiral TAYLOR. About 9,000 tons, or thereabouts.

Mr. BRITTEN. How do these prices compare with our propsective cost of the hospital ships that are being built at the navy yard at Philadelphia?

Admiral TAYLOR. It is somewhat less.

The CHAIRMAN. It is not so well adapted for the purpose either, is it?

Admiral TAYLOR. No, sir; it is to be converted. They are also smaller ships. The original estimated price of the Philadelphia ship was $2,350,000, but that estimate was made long before the present market; it will probably have to be increased.

Mr. BRITTEN. How much additional will you have to spend on these two ships you are buying in all? How much will it take to make reasonable first-class hospital ships out of them?

Admiral TAYLOR. They are being converted now. That is being handled at the navy yard. Probably in the neighborhood of $300,000 apiece.

Mr. OLIVER. My understanding is that you do not contemplate that you will need them to any great extent for your own service and probably you will have to lend them to the Army?

Admiral TAYLOR. I think that is very possible.

Mr. OLIVER. Dr. Braisted stated to me that he thought they would have to lend them to the Army.

Mr. HICKS. The hospital ship that we have contracted for in Philadelphia has been delayed in the work of construction, I understand?

Admiral TAYLOR. There has been very little done on her since the war began. The yard has been occupied in work which has been given priority over the hospital ship.

Mr. HICKS. By orders of the Secretary of the Navy?

Admiral TAYLOR. Yes, sir.

Mr. BRITTEN. About what tonnage will she displace?

Admiral TAYLOR. About 10,000 tons.

The CHAIRMAN. Under this extraordinary appropriation of last year of $70,000,000, which you just spoke of having to carry over; that is still available?

Admiral TAYLOR. That will not be available after the 1st of July.

The CHAIRMAN. Then this $60,000,000 will meet your needs for the next year?

Admiral TAYLOR. The monthly expenditure for the C. and R. work for this fiscal year started in July at $2,130,000. In October it was $4,234,000; in November $5,364,000; December—all the returns are not in and some of this is estimated—$5,200,000. So that for the last three months we have been spending practically at that rate of $60,000,000. Of course, any estimate for that period between July, 1918, and July, 1919, is a guess.

Mr. HICKS. I want to ask one more question about that hospital ship, for the care of our sick and wounded is a vital matter. If they had pushed the construction of this vessel at the speed at which it ordinarily would have gone, when would it have been finished, do you suppose?

Admiral TAYLOR. That would have been finished in the ordinary course, from the time the order was given the Philadelphia yard to go ahead, some time in 1919.

Mr. HICKS. And was one of the reasons why the work was delayed that it was thought it would not be of much use in the present war?

Admiral TAYLOR. Yes, sir. Aside from the fact that we had to concentrate the Philadelphia yard on important war work. It has been intended from the first to convert some of these passenger vessels for immediate necessities.

The CHAIRMAN. And you had others that were more pressing?

Admiral TAYLOR. Yes, sir.

Mr. KELLEY. Is the *Solace* the only ship taking care of that work?

Admiral TAYLOR. It is the only large hospital ship we have in the service.

The CHAIRMAN. On page 87 you have some new language: "*Provided, further*, That the limitations imposed by existing law, relative to the repairs to vessels of the Navy shall not apply to the expenditure of sums made avaialble in this act." That is a war measure?

Admiral TAYLOR. Those limitations are the ones struck through just above that. That was put in with the idea that in time of war we would have to do that. That also is taken from the deficiency act.

The CHAIRMAN. You have increased the amount available of the appropriation for clerical, drafting, inspection, and so forth, from $1,650,000 to $3,000,000. Does that $3,000,000 represent what was appropriated by the deficiency act and the original act of last year?

Admiral TAYLOR. The original act and the deficiency gave us $3,087,000 and we reduced that to $3,000,000 in round figures. We are now spending for that in the neighborhood of $2,500,000, but we are short of draftsmen particularly. If we could get them to-day we would increase them, and there is a constant raise of pay for those people, and I think that the $3,000,000 is none too great.

The CHAIRMAN. The next item is "construction plants at the navy yard." For repairs and improvements, etc., $200,000, the same as last year. Will that meet your needs?

Admiral TAYLOR. That is almost a routine item. We are anxious to keep that in, looking forward to times of peace. In the emergency we have had to spend other money on the machinery particularly, but that is all we are asking for this year under that regular head. That practically keeps up the plant we have.

The CHAIRMAN. Is there any other matter that you wanted to call attention to? I believe that this finishes your regular estimates?

Admiral TAYLOR. That is all, sir.

Mr. HICKS. I would like to ask a question in a general way, and that is in regard to the construction, both in the public yards and in the private yards, over which you have supervision. Is it progressing, in your judgment, satisfactorily, when you consider the labor troubles and cost and scarcity of materials?

Admiral TAYLOR. It is not progressing as well as I would like to have it, but it is progressing as well as could be expected, I think. The yards that are building destroyers are showing—the most of them—the most commendable spirit. They are doing their utmost to push the work along.

Mr. HICKS. Will this fuel order which has been put into effect affect the construction of these ships?

Admiral TAYLOR. It will affect them indirectly. The yards building destroyers will be kept going and the contractors, but most of the subcontractors will not. By the way, you gentlemen were asking me about the Squantum plant the other day. The first piece of work commenced at that plant was on the 14th of January.

Mr. OLIVER. That is the one you broke ground for on October 6?

Admiral TAYLOR. The bill passed October 6, and we broke ground on the same day, and the first plate was punched on the 14th of January. That does not mean that the plant is completed, but we still expect to lay the keel on the first destroyer there on about the middle of February.

Mr. BRITTEN. That is the Fore River Shipbuilding Co.?

Admiral TAYLOR. That is the Fore River Shipbuilding Co.?

Mr. OLIVER. And within what time do you think you should be turning them out?

Admiral TAYLOR. The first one should be completed, if all goes well, within six months.

(Whereupon, at 1.20 o'clock p. m., an adjournment was taken until to-morrow, Tuesday, January 22, 1918, at 10.30 o'clock a. m.)

## STATEMENT BY CHIEF CONSTRUCTOR TAYLOR.

Complying with the directions of the committee, to submit a statement, there is quoted below Senator McCumber's resolution (S. Res. 76) of May 31, 1917, and the statement of the Secretary of the Navy to the Committee on Naval Affairs of the Senate:

[Senate resolution 76, Sixty-fifth Congress, first session.]

IN THE SENATE OF THE UNITED STATES.

May 31, 1917,

Mr. McCumber submitted the following resolution; which was referred to the Committee on Naval Affairs.

RESOLUTION.

Whereas four months of unrestricted ruthless submarine warfare since the first day of February, nineteen hundred and seventeen, have demonstrated: First, that it is impossible to build merchant ships as rapidly as such ships are being sunk; second, that food products available for shipment are so very much below the normal that the sinking of any considerable quantity would make it impossible for our allies to continue their warfare; and

Whereas it has been often reported in the press of the country that inventions and mechanical contrivances which would protect or shield merchant vessels from torpedoes used by submarines have been perfected: Now, therefore, be it

*Resolved*, That the Secretary of the Navy be, and he is hereby, directed to report to the Senate whether any such device has been invented or constructed, and if so, why it has not been utilized; and also to report what facilities, if any, have been accorded by the Navy Department for investigating or testing any devices proposed for such purpose.

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JULY 3, 1917.

MY DEAR SENATOR: Receipt is acknowledged of your letter of June 21, 1917, together with a copy of Senate resolution No. 76, dated May 31, 1917. In connection with your request, I take pleasure in forwarding the following information relative to the resolution in question:

Several thousand ideas have been submitted during the past few months in connection with protecting vessels from submarine torpedoes. A similar number of ideas have been submitted in connection with the matter of mines. These ideas have been submitted in the form of letters, patents, models, plans, etc., and in each case careful consideration has been given to the idea suggested.

The organization of the Navy Department proper is such as to enable its bureaus to consider a certain number of such ideas, which they have done. The normal organization has been augmented by the Naval Consulting Board and a line officer of high rank has been detailed for some time to coordinate the Navy Department and the Naval Consultiug Board.

In addition to, and independent of the Naval Consulting Board, is the National Research Council, consisting of some of the most prominent scientists of the country who have spent a great deal of time considering devices, ideas, and designs that have been submitted.

There is within the department a board of naval officers appointed to consider devices and plans in connection with the submarine menace. This board keeps in touch with the National Research Council, and with the work being done by the Naval Consulting Board. There is also at present a special board of which a rear admiral of the Navy is senior member, which is charged with the duty of testing the devices which give the greatest promise of success. The organization of this board as at present developed is such that the board may be augmented from time to time by Government representatives or civilian representatives as necessity arises in connection with particular tests which give promise of being of value in connection with the detection or destruction of submarines.

In addition to the foregoing, there is a special board appointed by General Goethals, which is considering the question in close cooperation with the Navy Department.

Recently, scientific boards, representing the allies, have been in this country and many consultations have been held with representatives of the Navy Department, the Naval Consulting Board and the National Research Council. We therefore have

the benefit of the progress made by the allies and are in a position to eliminate various devices which have been tried by them and found of no value. The Navy Department is also in touch with naval representatives of the allies now in this country and was in touch with naval representatives of the allies who were here a short time ago.

Contrary to the press reports, there is no single device which has solved the submarine menace; it is considered very unlikely that there ever will be any single device that can accomplish this desirable end. It is a well-known fact that for every offense there is a defense, and for every successful defense there will develop a new type of offense. It therefore appears essential to develop not only one but as many devices as may have sufficient merit to justify their use.

The department has placed available for use such vessels as conditions warrant and needs justify for the purpose of conducting the necessary tests. Shore facilities have also been made available as necessary. The representatives of the various boards and councils mentioned above have utilized their own laboratories or laboratories placed at their disposal in order that no effort may be spared to produce the desired results.

Of the devices that have been tested or that are still under test there are several which promise to be of some use, but in the majority of cases their sphere of action is limited. It is not, however, compatible with the best interests of the United States to divulge at the present time those devices which give the greatest promise of success.

The above refers to the whole field of submarine menace, including the offensive devices to be used against the submarine, etc. Senate Resolution No. 76 appears to apply primarily to mechanical devices to protect or shield merchant vessels, thereby covering only a limited part of the field. It is believed that the reports in the press of the country referred to must have originated with the various inventors, who naturally believe that their ideas are satisfactory.

While numerous inventions and mechanical contrivances for protecting and shielding merchant vessels have been submitted to and considered by the department, none of them are regarded as "perfected" in the sense of being an adequate and satisfactory contrivance for the purpose and capable of general application to merchant vessels engaged in traffic between ports of the United States and ports of Europe.

It may be of interest in this connection to cite the reported experience since the war began of one of the allied nations, where 25,000 ideas were submitted to a specially selected board, of which 25 were of sufficient merit to justify trials, and of these only two turned out to be worthy of adoption for the naval service.

I assure you of the most earnest efforts on the part of the Navy Department in the whole field of the submarine menace, and it gives me great pleasure to further assure you of the most earnest cooperation between the Navy Department and the various civilian committees who are working on this subject.

Sincerely, yours,

JOSEPHUS DANIELS.

Hon. C. A. SWANSON, U. S. S.,
*United States Senate, Washington, D. C.*

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It will be observed that resolution No. 76 refers specifically to "inventions and mechanical contrivancies which would protect or shield merchant vessels from torpedoes used by submarines." The Secretary's letter refers to such means of protection which are external to the ship and does not discuss or deal with internal means of mitigating the effects of the explosion of torpedoes that have reached the vessel.

There appears to be some misunderstanding as to what has been done by the Navy Department in this last connection. I may say, in passing, that the statement in the department's letter—

"The department has placed available for use such vessels as conditions warrant and needs justify for the purpose of conducting the necessary tests. Shore facilities have also been made available as necessary. The representatives of the various boards and councils mentioned above have utilized their own laboratories or laboratories placed at their disposal in order that no effort may be spared to produce the desired results"—

does not mean that this work has been done at the expense of private individuals working for the department. The department itself has defrayed the expenses, and, as the committee is aware from the confidential information given by Admiral Griffin, the department had been most assiduous along the line of devices for attacking the submarine and has spared no expense in this connection.

Coming now to the question not of methods for preventing torpedoes from reaching a ship, which was covered by the department's letter quoted above in connection

with Senate resolution 76, but of methods for minimizing the effect of damage after the ship is struck and preventing the sinking of vessels, I may point out that this is a general question which is very important in connection with the construction of vessels of war and has had very careful investigation by the Navy Department. Tests and experiments made in this connection, mainly by the Bureau of Construction and Repair, have been continuous and progressive over the last 10 years and have involved an expenditure in excess of half a million dollars. The majority of these tests and experiments have been made during the last three years. Almost immediately after the outbreak of the present war in 1914 an intensive investigation was undertaken, and naval vessels now building have improved methods ascertained as a result of the tests.

These tests and experiments have been made against actual ships, against full-sized caissons representing partial sections of ships of various characters of construction; against model caissons on one-fourth scale and against model caissons on one-sixteenth scale. In these experiments one hundred or more different types and characters of construction have been tested.

A number of investigations of proposals submitted from sources both within and without the naval service have been made. These investigations cover such ground as the buoyancy and stability of the vessel with the proposed construction under damaged conditions, the effect of the proposed construction upon the weight, speed, and carrying capacity of the vessel, and upon the cost and probable production of vessels when so fitted.

It is not only in the United States that tests of and investigations into these matters have been carried on, and naturally the department is in possession of confidential information in regard to similar tests and investigations made by French, Italian, and British authorities.

It should be pointed out that what we really need to do is to carry over-seas the maximum quantity of cargo with the facilities now available or that can be provided in a reasonable time. It might seem at first sight that this would follow by protecting existing ships against the effects of torpedo explosion and building new ships with such protection. A little consideration, however, shows that this is not necessarily so. For instance, to take an extreme case, suppose we applied to merchant ships the methods used to protect our vessels of war against the effects of torpedo explosion. Assuming that this rendered our merchant ships entirely torpedo-proof, we would nevertheless so reduce their cargo-carrying capacity that the amount of cargo carried over seas by ships so protected would certainly be less than the amount which would be carried by unprotected ships, assuming that these are destroyed at the same rate in the future as in the past. If we adopt methods of protection which would not reduce cargo-carrying capacity so radically, we are at once confronted with the fact that the rebuilding of existing vessels with even the simplest of the many proposed forms of protection to minimize the effect of torpedo explosion would mean a heavy draft upon the world's dry-docking facilities, which are already scarcely adequate to meet existing demands. Furthermore, if there were adequate dry-docking facilities and material and labor available without decreasing the necessary output of all kinds of munitions, the undertaking to rebuild protection into existing vessels in any numbers would result in placing them out of service for a very appreciable time and enormously hamper further the necessary war operations. Even the application in the construction of new vessels of methods of protection against torpedo damage would have the disadvantage of involving great expenditure of labor and material, with corresponding reduction of output of new tonnage.

The consensus of the best-informed opinion both in this country and abroad seems to be to the effect that the adoption of such methods would result in an actual decrease in total cargo carried for the next year or two if undertaken to be applied to all new vessels. Furthermore, due to the fact pointed out, that existing dry-dock facilities are inadequate, a vessel damaged by torpedoes, even if she had sufficient protection to prevent sinking, would be out of service for some time reducing until she was repaired the quantity of tonnage available for transportation of cargo as effectively as if she had been sunk.

Last August certain foreign constructors brought forward proposals for a comparatively simple and fairly effective method for protection of merchant vessels against the damage of torpedo explosion. These proposals were considered at a conference in London of technical representatives of the various allied countries and the United States. The conclusions of this conference were that the adoption of the proposals was inadvisable for the reasons briefly outlined above. Without going into a detailed technical discussion of inventors' ideas I would like to say that while a large number of proposals for the construction of vessels according to the ideas of various inventors in order to minimize the effects of torpedo explosion have been submitted to and

considered by the Navy Department since August, 1914, and while many of them would be more or less effective for the purpose, I have seen nothing in this line which, all things considered, I would regard as preferable for merchant ships to the simple method well known for years, of increasing watertight subdivision by means of more transverse bulkheads than usually fitted hitherto.

I believe the above covers the technical points raised by Senator McCumber, concerning which I was directed by the committee to submit a statement, with the exception of that part of his remarks referring to concrete ships. In this connection no further statements than those contained in my testimony on this subject appear necessary.

[No. 6.]

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NAVAL AFFAIRS,
Washington, D. C., Tuesday, January 22, 1918.

The committee met, pursuant to adjournment, at 10.30 o'clock a. m., Hon. Lemuel P. Padgett presiding.

## STATEMENT OF SURG. GEN. WILLIAM C. BRAISTED, UNITED STATES NAVY, CHIEF OF THE BUREAU OF MEDICINE AND SURGERY, NAVY DEPARTMENT.

The CHAIRMAN. We have with us this morning Admiral Braisted, Chief of the Bureau of Medicine and Surgery. The first item to be taken up is on page 67: "Bureau of Medicine and Surgery, Medical Department." I see that you have some new language [reading]:

Including one bookkeeper at $1,600 and one clerk at $1,400, at the naval medical supply depot, Brooklyn.

Tell us about that, will you please?

Admiral BRAISTED. Perhaps the busiest place that we have in the Medical Department at this time is the naval medical supply depot in Brooklyn, where all supplies are gathered and issued to the service all over the world. Millions of dollars worth of supplies are going through there. We have always accounted for these by some of our own forces—hospital corps men or hospital stewards—but the accounting has become so important and so great a part of the operations of the supply depot that we feel the need of skilled accountants to keep track carefully of the expenditures. It is for that purpose that we want these two skilled accountants in this enormous work, to look out for the careful accounting and recording of these supplies which are going out day and night, Sunday and all the time.

Mr. BROWNING. I suppose the business of your department has trebled or doubled, has it not?

Admiral BRAISTED. Probably more than that. We are running two shifts, day and night and Sundays, every minute.

The CHAIRMAN. I should like to ask you, Doctor, if you could get men of the type and character that you just spoke of—a bookkeeper at $1,600 and a clerk of that kind at $1,400—under present conditions.

Mr. BUTLER. Is it possible that Dr. Braisted can get along with two men with all this great increase?

Admiral BRAISTED. Well, we have hoped that we could.

Mr. BUTLER. I know you are always very modest in what you ask.

Admiral BRAISTED. We try to be. Of course, I think the importance of that work would probably justify a larger expenditure, but we have put down, as you know, about the ordinary peace-time salaries for accountants.

Mr. BUTLER. They are only a part of your civil force?

Admiral BRAISTED. A part of the civil force.

Mr. BUTLER. It is not necessary to put uniforms on these men?

Admiral BRAISTED. No, sir; not on these men.

Mr. HICKS. Admiral, how much has your civil force increased in the last year?

Admiral BRAISTED. Oh, probably 300 per cent; not here only but altogether.

Mr. BRITTEN. I notice your appropriation for 1919 is about $880,000 more than it was during the past year. Just where is most of that money going, Admiral?

Admiral BRAISTED. Our appropriations for the year that is passing were $8,475,000; we are asking now for $10,500,000——

Mr. BRITTEN. I mean just this one item here, not the Medical Department. The total for last year, Doctor, was $4,121,740.

Admiral BRAISTED. That is right.

Mr. BRITTEN. That is, with the deficiency and the regular appropriation. Now you want $5,000,000 for that same purpose.

Admiral BRAISTED. The reason for that is that we are increasing in personnel and in operations all over the world, and this is to include the probable increase in personnel which we expected you would give to the service. These estimates are very carefully made. We are basing our estimates a good deal like we did in peace times. You will see that the appropriation, which was originally for between 60,000 and 70,000 men, is about five times as large only as it was in peace times. In other words, our original appropriation was $1,121,000, and now we have over 300,000 men——

Mr. BRITTEN. I am talking about both appropriations of last year, making over $4,000,000.

Admiral BRAISTED. Yes; but I was going to say this: If in peace times we have, say, 60,000 men, then in war times, when we have over 300,000 men, we would need five times as much, which would be something over $5,000,000. So you see that seems to measure up just about right. The increase on this $4,121,000 we expect to run us through this year without a deficiency. We think it will, but the work is increasing tremendously every day, and with the probable increases in the Navy we thought we had made a very moderate estimate.

Mr. BRITTEN. I was not finding any fault with the amount; I am just wondering where the money is going.

Admiral BRAISTED. That is the reason—the enlarged activities of the Navy and the increase that is coming; that is all.

Mr. BRITTEN. Doctor, what character of medical supplies do you give the gun crews on merchant ships?

Admiral BRAISTED. If they are by themselves we give them what we call our "emergency equipment," which is enough for all emergency operations—drugs and medicines that they can use themselves, first-aid measures, and things of that kind. If there is a doctor on board we give them the regular medical outfit for the number of men on board the ship. We have outfits for 75 men, 100, 150, and more, and if there is a doctor on board we give them the regular outfit that goes with the number of men they have.

Mr. BRITTEN. Irrespective of the quantity of supplies on board?

Admiral BRAISTED. This would be the quantity of supplies on board.

Mr. BRITTEN. The doctor on a merchant ship, of course, has no connection whatever with the Navy?

Admiral BRAISTED. Not on a merchant ship; no.

Mr. BRITTEN. And, of course, he carries a certain amount of supplies for his own crew. Do you aim to supply any of them with your own supplies?

Admiral BRAISTED. We supply the crews with whatever is necessary; whatever they ask for.

Mr. BRITTEN. The merchant crew?

Admiral BRAISTED. Yes.

Mr. BRITTEN. As well as the armed guard?

Admiral BRAISTED. Yes; if they ask for it we supply them with whatever may be needed.

The CHAIRMAN. If we take those ships over and operate them, however, you will supply everything then?

Admiral BRAISTED. If we take them over and operate them, of course we will assume the whole thing.

The CHAIRMAN. But on those we do not operate, but simply put the gun crews on for protection; you do not furnish supplies to the merchant crews?

Admiral BRAISTED. No; so far we have furnished only what has been asked for, just as emergency equipments for the naval gun crews.

Mr. BRITTEN. I thought the admiral said that where it was requested they also furnished the medical supplies for the merchant crew.

The CHAIRMAN. No; not if they are operated by the private owner. If the Government takes them over and operates them, although they may have commercial crews, then he furnishes everything; but if they are not operating the ship he only furnishes, as I understand him, the supplies requested for the needs of the naval contingent that is on the ship.

Admiral BRAISTED. That is practically correct. That is all that we have been asked to do, but what I wanted to say is that we have supplied, in emergencies, anything to anybody as necessity seemed to demand; that is, we have tried to help out.

Mr. HICKS. You spoke of some of this appropriation being used for the accumulation of medical stores. Have you experienced any difficulty in getting medical stores, and have you a pretty good stock of them on hand now?

Admiral BRAISTED. That clause was put in by you, at your own suggestion, and it has been one of the most useful things in preparation for war that we have had. When the war started we had over a year's supply, on account of this clause which you gentlemen had put in there.

Mr. HICKS. A year's supply for the then personnel of the Navy?

Admiral BRAISTED. Enough for that, and with enormous reserve contracts promised us if we should need them. There was a very patriotic feeling in the beginning, so that people like Squibbs agreed to carry on their shelves for us a year's supply of almost anything we wanted, which they would not bind us to purchase unless we wanted it. A number of large manufacturing people agreed to do that.

Mr. BROWNING. Who was that?

Admiral BRAISTED. In that particular case it was the Squibbs Co., ether manufacturers.

Mr. HICKS. Are they still doing that?

Admiral BRAISTED. I suppose they are; we have gotten all we wanted without any trouble. But, taking advantage of this clause, we have been accumulating advance stores, and the minute it began to look like war of course we began to get out these enormous contracts, so we have had plenty of supplies all the time. There has not been an instance that I know of where we have not been able to furnish at once whatever was asked for, and we still have, so far as we can see into the future, plenty of supplies.

You know, the service is expanding enormously, and we are taking on many things never before contemplated. For instance, all the Army transports, for the transportation of troops, are now turned over to the Navy. We have taken those ships and remodeled them so that they are almost like medical transports. We put our own medical personnel and hospital corpsmen on board them and furnished the supplies. That means about 22 enormous transports. It is generally understood now that we will also look out for the sick of the Army returning from abroad. You can see how things like that which we never expected are daily being turned over to us and are making enormous demands on our appropriations.

Mr. HICKS. Assuming that we have approximately 225,000 men in the Navy, how many months' supplies have you got to take care of that number of men?

Admiral BRAISTED. On hand now?

Mr. HICKS. On hand now.

Admiral BRAISTED. As to the majority of supplies we are probably eight months ahead now.

Mr. HICKS. Without buying anything new?

Admiral BRAISTED. Either in the storehouse or contracted for. We have not space to store them all in the present supply depots.

Mr. HICKS. You mean some of these supplies will be in the stores of some of these chemical concerns that have made promises to keep them there for you?

Admiral BRAISTED. Yes.

Mr. HICKS. You mentioned that the Navy is going to be called upon to take care of the transportation of the wounded of the Army and bring them back to this country. Is that correct?

Admiral BRAISTED. It is now understood that the Navy will look out for the transportation of the sick and wounded of the Army from abroad to the home ports of this country.

Mr. HICKS. That will mean a tremendous increase in your duties, will it not?

Admiral BRAISTED. That will mean a tremendous increase in personnel, in equipment, in supplies, and is part of the reason for our contemplated increase in various appropriations as we go along.

Mr. HICKS. That is, to equip the ships for those wounded soldiers to come back on?

Admiral BRAISTED. We have already taken over the Army transports. Already we have equipped 22 of these Army transports, and we are equipping more and more every day.

Mr. HICKS. Equipping them as hospital ships, you mean?

Admiral BRAISTED. They are not equipped as hospital ships, but they are very carefully equipped so that they can be considered justly as medical transports as well as transports for troops.

Mr. HICKS. They are really intended to be used then on the return trip to bring wounded soldiers back in?

Admiral BRAISTED. The only way in which we can bring back, at this time, the wounded and sick of the Army is on these transports, which have been equipped largely with that idea in mind. At this time it would be absolutely impossible to get hospital ships for the purpose, because every bottom is needed, as you know, for supplies and for troops and for other purposes.

Mr. BUTLER. Why did not the Army equip its own transports for this purpose? Why did it turn it over to the Bureau of Medicine and Surgery of the Navy?

Admiral BRAISTED. I should think, to look at it justly, that after the matter was carefully considered it was thought best that the management and return of these transports could be handled best by the Navy.

Mr. BUTLER. I appreciate that.

Admiral BRAISTED. And so they have Navy line officers in command and Navy crews and Navy paymasters to furnish the food and Navy doctors to furnish the medical attention.

Mr. BUTLER. And naval convoys?

Admiral BRAISTED. And naval convoys to protect them.

The CHAIRMAN. The Navy has to transport them over there in the first instance?

Admiral BRAISTED. Yes, sir.

Mr. BROWNING. Is there not a large increase in the prices of these supplies, too? Is not that part of the reason?

Admiral BRAISTED. Yes, Mr. Browning, that is one reason. Of course, in the earlier part of the year we were fortunate enough to make our contracts pretty nearly on peace time conditions, and we saved a lot of money. Of course, with each advance now further and further into the war the prices of materials are increasing, but, of course, our requirements for chemicals are increasing too. We have been wonderfully fortunate; even as to Salvarsan, for instance, we still have plenty.

Mr. BUTLER. Some time before this war broke upon us I suppose you suspected that you might have to add a large supply of chemical stores, and your department asked this committee to authorize you to make purchases of these, and you made them and made your contracts?

Admiral BRAISTED. That is true, except that your committee made the suggestion.

Mr. BUTLER. I thought the suggestion came from you, and I thought it was well made.

Admiral BRAISTED. It was suggested by your own committee in the hearing, that would be a good thing.

Mr. BUTLER. If I recall, you spoke of your desire to increase your supply of quinine, for one thing.

Admiral BRAISTED. Yes; I brought up the subject that it would be a good thing in a general way, but the committee at once agreed that it would be a good thing and gave me the money to do it with.

The CHAIRMAN. Admiral, you spoke about the Navy taking over the transportation of the wounded and sick of the Army back to this country. Does the War Department contribute from the Army appropriations anything toward the expense of that transportation?

Admiral BRAISTED. Nothing so far has been asked from the Army, and we do not expect to ask anything from the Army unless we should run short. If it seemed that we were going to have any difficulty I should probably ask the Army to help out with the supplies, and personnel, maybe.

The CHAIRMAN. Do you know whether they would reimburse you from their appropriations for the expenditures you have made out of your naval appropriations for services rendered along that line?

Admiral BRAISTED. There has been no question of any reimbursement. We were standing by to give freely and help out in any way we could.

The CHAIRMAN. When you bring these men back here are they to be placed in Navy or Army hospitals?

Admiral BRAISTED. They must be taken charge of by the Army immediately on arrival at the dock here, and taken to Army hospitals and transportation provided by the Army.

The CHAIRMAN. Your duty ends at the shore?

Admiral BRAISTED. Ends with the landing of them at the shore.

Mr. HICKS. Of course those ships when they bring those wounded back have got to have a personnel of nurses and doctors on board?

Admiral BRAISTED. Yes.

Mr. HICKS. How many do you contemplate you will need for that particular service?

Admiral BRAISTED. Well, it is a large number. It is really a large group out of our personnel. How much it will ultimately be it is very difficult to say.

Mr. HICKS. How many do you figure on roughly?

Admiral BRAISTED. Oh, just what we have now, as to medical officers; 200 or more.

Mr. HICKS. How many nurses?

Admiral BRAISTED. Probably 500 hospital corpsmen now.

Mr. HICKS. Just what are you doing at the present time, Admiral, to get these doctors and these nurses in the service for this very important work?

Admiral BRAISTED. They are on the reserve list that we have been getting in the months that have gone by.

Mr. HICKS. And you have a sufficient number on the reserve list to take care of it?

Admiral BRAISTED. We have. So far we have had enough, and I think we shall be able to have enough.

Mr. HICKS. They are enrolled now in the Medical Reserve Corps, I suppose.

Admiral BRAISTED. All we have now are enrolled in the medical reserve corps. All these great transports have picked men. To give you an example, a ship like the Leviathan has men of the type of Dr. George Tully Vaughan, of this city, as the operating surgeon. I try to put on each ship skilled men, so that there can be no question as to the medical care and surgical care of cases going over and coming back. But that is looking to the future. I have stated that in the transportation back of an enormous number of sick and

wounded, if we should not have on the other side enough personnel I should ask the Army to allow for the trip over what increased personnel we might need.

Mr. HICKS. In regard to the personnel of the men nurses, is not that going to be a difficult problem?

Admiral BRAISTED. That is one of the most wonderful provisions that has been made. Starting as a country that had practically no male nurses, we have established four of the finest and largest schools in the world, as I have told you so often, so that we can turn out, and are turning out now, perhaps a thousand men from some of these schools at a time. Whereas we had 1,600 when the war began, we have now from 6,000 to 7,000 men that have had special courses in theory and practical work in hospitals and who then go to ships to carry on the work. And so far we have been able, and wonderful it is, to furnish abundantly all the enormous requests that have come in.

Mr. HICKS. These men that you speak of are in most part scattered around on shore, I presume?

Admiral BRAISTED. No; these men are all over the world. They are on various ships. They are abroad in various places. They go out wherever they are needed, just as fast as we can get them ready and make them competent to do the work. And remember, I have impressed on every doctor that he must take these men and keep their education constantly going on, so that in the field, in the hospitals, or wherever our medical men are, the Hospital Corps is carrying on an intensified course of training and instruction of those men.

Mr. HICKS. What are these 7,000 men? Are they enlisted men in the Medical Reserve Corps? What is their status?

Admiral BRAISTED. Those are all enlisted men in the Hopital Corps, just like enlisted men in the line of the Navy, except that they have the Hospital Corps ratings?

The CHAIRMAN. Are they in the regular Navy, the class you speak of, or in the Naval Reserve?

Admiral BRAISTED. They are in the regular Navy.

The CHAIRMAN. Have you any in the Naval Reserve in addition to those in the regular Navy?

Admiral BRAISTED. We have some (1,000), but we do not need those in the Reserve Corps, because we keep filling those men in as we need them all the time. We have reserve medical officers, but so far we have not been obliged to take men into the Reserve Corps to any great extent.

Mr. BROWNING. What pay do these men get?

Admiral BRAISTED. These men get exactly the same pay as men in the corresponding rates of the enlisted men in the line of the Navy. The different grades are assimilated to those of the different grades in the line. That is, we have the grades of hospital apprentice second class, hospital apprentice, first class, pharmacist's mate first class, pharmacist's mate second class, pharmacist's mate third class, chief pharmacist's mate, pharmacist, and chief pharmacist, corresponding exactly to the rates in the line.

Mr. BROWNING. They hold no commissions?

Admiral BRAISTED. No commissions, until you get to the grade of pharmacist and chief pharmacist, who are commissioned warrant officers. That is the beautiful part about it; there is open to every one of these boys, if he stays in long enough, the possibility of getting

a commission. They become warrant officers, and then may attain warrant commissioned rank.

Mr. HICKS. Can you give me roughly the entire medical personnel? And here is another question which couples with that: How many doctors do you figure on having available to draw from in 1918, and how many male nurses do you think you can draw from in 1918? What is the grand total you think you could bring in?

Admiral BRAISTED. For the year from January 1, 1918, to January 1, 1919, I think we can count on at least 3,000 medical officers, including the regular Navy and Reserve Corps. I think we can furnish Hospital Corps men to the extent of 15,000. In other words, if we keep it up, I think our supply of Hospital Corps men is almost inexhaustible.

Mr. HICKS. They will be trained men, of course?

Admiral BRAISTED. The only question, there is the time required to train them. We can furnish the men if we have the time to train them, and it needs about 6 months to properly equip one of these men so that he is safely usable in the care and treatment of the sick.

Mr. HICKS. Now, will you answer my other question about how many men we have in each branch of the Medical Service?

Admiral BRAISTED. We have in the regular Medical Corps 842 men. We have in the Reserve Corps between 1,300 and 1,400 men. We have male nurses in the Hospital Corps of the Navy now something over 8,000 men, regulars and reserve. We have women nurses employed to the extent of something over 700. That is about the total medical personnel of the entire service.

Mr. HICKS. The pharmacists would be included in which branch?

Admiral BRAISTED. In the Hospital Corps.

Mr. OLIVER. You contemplate it may be necessary to increase the number of male nurses to 15,000?

Admiral BRAISTED. We are constantly at it, educating these men as fast as we can.

Mr. KELLEY. Admiral, where are these schools located?

Admiral BRAISTED. We have one at the Newport Training Station; one at the Great Lakes Training Station, Chicago; one at Hampton Roads Training Station, and one at the San Francisco Training Station. In connection with each great naval training station is this activity of the training and education of male nurses for the Navy.

Mr. OLIVER. What is the capacity of each one of these stations, Admiral?

Admiral BRAISTED. We can take perhaps 1,200 at Chicago. Jamestown will do about the same when that school is in full operation. Newport will take, perhaps, 1,000, and San Francisco about 800.

Mr. OLIVER. How many medical officers do you assign to each one of these stations for training purposes alone?

Admiral BRAISTED. There will be in that connection only about five or six medical officers, but associated with them are trained Hospital Corps men who help carry on the work. There are enough medical officers to act as teachers at the heads of departments, with trained pharmacists to carry on the other work.

Mr. BROWNING. Admiral, what is the pay of these chief pharmacists, and then the other pharmacists on down?

Admiral BRAISTED. A chief pharmacist gets about $2,000 a year.

Mr. BROWNING. That is, about the same as an ensign?

Admiral BRAISTED. About the same as an ensign, yes.

Mr. BROWNING. What does the pharmacist get?

Admiral BRAISTED. A pharmacist will get about $1,800 a year.

Mr. BROWNING. That compares with what?

Admiral BRAISTED. With a boatswain warrant officer of the line. A chief pharmacist's mate gets, depending upon his length of service, somewhere from $60 or $65 to $80 a month. There are little emoluments that come in for length of service, and so on. A pharmacist's mate first class would get between $50 and $60 a month, and a pharmacist's mate second class between $35 and $50 a month, and pharmacist's mate third class between $30 and $40. The hospital Corps men first class get from $28 to $30 a month, and the hospital apprentices second class about $22 a month.

The CHAIRMAN. In addition to that there is that special pay we provided when we gave enlisted men an increase to $15. Did that apply to the Hospital Corps?

Admiral BRAISTED. Yes, that applies to the Hospital Corps.

The CHAIRMAN. Where they get as high as $45 they get $5 additional?

Admiral BRAISTED. Yes.

Mr. HICKS. I want to say here, from my acquaintance with some of these women nurses, that they are a splendid body of women. As I understand it, they only get $50 a month and have to furnish their uniforms?

Admiral BRAISTED. Yes, sir.

Mr. HICKS. Which costs probably $150?

Admiral BRAISTED. Yes, sir; that is right.

Mr. HICKS. Is not that, Admiral, entirely inadequate for the service they render, in your judgment?

Admiral BRAISTED. In my judgment, considering what nurses are getting now, it is of course very low pay for our nurses.

Mr. HICKS. They get no pension or anything of that kind?

Admiral BRAISTED. There is absolutely nothing in the way of pension or retired pay or anything of that kind.

Mr. KETTNER. They are entitled to the insurance?

Admiral BRAISTED. They are entitled to the insurance.

Mr. HICKS. That seems to me, Mr. Chairman, very inadequate pay for what those women are doing.

The CHAIRMAN. That will open up, of course, the whole question of pay of nurses of every class and type.

Admiral BRAISTED. You see, Mr. Hicks, when the Nurse Corps came into being it followed the Army Nurse Corps, and the law specified that they should have then and all time afterwards the same pay as the Army. Now, this question has been taken up for months back and considered carefully, and the Army is preparing and will put in a bill for their benefit of the Army Nurse Corps. When that comes up that will include us, so that, as I said the other day, if you gentlemen who are interested will help along the Army bill, you will at the same time correct all our troubles in the Women Nurse Corps of the Navy.

Mr. HICKS. Is that bill going to provide for giving these nurses their uniforms?

Admiral BRAISTED. That bill has not yet taken final shape, but there has been discussion and consideration of how they may compensate them for uniforms, whether it should be in a lump sum upon entrance or whether it should be a monthly increase in pay, say $5 a month to continue during their service to pay for their clothes, is still debatable, but it is intended that in some way they shall have compensation for their outfits.

Mr. TALBOTT. In other words, they will get pay for their outfits?

Admiral BRAISTED. Yes.

The CHAIRMAN. That all comes up in the general legislation with reference to both services.

Mr. BRITTEN. Before we leave this item I should like to know, please, just what the 842 men of the regular Medical Corps and the 1,400 in the Reserve Corps comprise, what corps or grade.

Admiral BRAISTED. You know, as I explained the other day, we have, of course, all the grades of medical officers in the regular Navy.

Mr. BRITTEN. You do not include clerks in those numbers?

Admiral BRAISTED. Oh, no; these are strictly medical officers. There are medical officers of the ranks of rear admiral, captain, and so on down.

Mr. BRITTEN. What about the 1,400; what are they?

Admiral BRAISTED. The 1,400 are exactly the same, except that they are in the Reserve Corps. They are only in for the period of the war, and at the end of the war of course they will be discharged the service.

Mr. BRITTEN. Then here is another point. I understand the Secretary of the Navy yesterday sent a recommendation to our committee, Mr. Chairman, for an increase in the personnel of the Navy, and I wondered if this $5,000,000 contemplated a substantial increase in the Navy personnel for the coming year.

Admiral BRAISTED. It does. That has been considered in connection with the various estimates.

Mr. BRITTEN. Suppose we took over the merchant marine as well. Will this $5,000,000 be sufficient?

Admiral BRAISTED. I do not know that it will, but I have tried to estimate, as we always do, very carefully and closely, with the idea that if it was not enough you would not be too hard on us if we created a deficiency.

Mr. BRITTEN. I should like to avoid a request for deficiency appropriations, if possible. I think this committee should take care of all requests for appropriations.

The CHAIRMAN. But we can not appropriate for contingencies that the law has not yet provided for.

Mr. BUTLER. I think it is a question whether we can or not.

The CHAIRMAN. This is all the Navy has under it or expects to have under it under existing law.

Admiral BRAISTED. I should like to say this. As I told you, as far as we can sense what is ahead of us we have estimated very carefully. I want you to feel that we are not being carried away by any war-time enthusiasm, but are basing our estimates largely on the experience of the years gone by, and so far they have come out almost to the dollar. It is remarkable how our appropriations come out without deficiencies. I do not believe there will be any deficiency this year, but I think we will run pretty close up to what we have.

Mr. BRITTEN. Your reference awhile ago to the Navy's caring for the sick and wounded of the Army brings up the question of hospital ships. Do you regard it as unfortunate that we have no first-class hospital ship in the Navy at the present time?

Admiral BRAISTED. We have two hospital ships about to go into commission that will be for Navy use. They are very fine ships.

Mr. HICKS. Are they the old Ward Liners?

Admiral BRAISTED. The old Ward Liners *Saratoga* and *Havana*. They are coming out beautifully. They will carry 300 to 400 patients. The *Solace* will be a passable ship; she is an old, old ship.

(Here followed informal discussion which the reporter was directed not to take.)

Mr. BUTLER. May I ask Admiral Braisted a question? Do you recall the year that you recommended to Congress that we should provide for your department a hospital ship?

Admiral BRAISTED. Oh, yes; we have been at that for 17 years.

Mr. BUTLER. Yes. The first time you asked for it this committee did not recommend it?

Admiral BRAISTED. No, sir.

Mr. BUTLER. The second time it did?

Admiral BRAISTED. Yes, sir.

Mr. BUTLER. And two years ago it recommended the construction of a first-class hospital ship, one you had designed yourself?

Admiral BRAISTED. Yes.

Mr. BUTLER. Has that ship ever been put under contract?

Admiral BRAISTED. Yes; she is being built at the navy yard, Philadelphia, by the Bureau of Construction and Repair.

Mr. BUTLER. How far has it progressed?

Admiral BRAISTED. It is about 23 per cent completed.

Mr. BUTLER. When will she be completed?

Admiral BRAISTED. She will not be finished within a year and a half.

The CHAIRMAN. It was stated yesterday by Admiral Taylor that, after a full conference on the matter, he was certain this hospital ship could not be completed in time to be of use, so they have provided these other ships that could be immediately put into use and deferred the work on this one.

Mr. BUTLER. I recall the explanation.

Mr. BROWNING. Mr. Chairman, I would like to ask Admiral Braisted a question. He was speaking of the sinking of these transports that are to be used. Why is there any more danger of their being sunk than one of your hospital ships?

The CHAIRMAN. The hospital ships they will not fire on.

Mr. BROWNING. Are not these transports designated as hospital ships?

The CHAIRMAN. No; they carry troops going over there.

(Here followed informal discussion which the reporter was directed not to take.)

Mr. BRITTEN. How many sick and wounded will each of these Ward Liners carry? What is their capacity?

Admiral BRAISTED. Not over 500 at the maximum.

Mr. BRITTEN. That is, each ship?

Admiral BRAISTED. Each ship. Really, I look upon them as having capacity for 315, but I suppose we could squeeze in 500.

Mr. BRITTEN. What capacity do you contemplate having in the new 10,000-ton hospital ship being constructed at Philadelphia?

Admiral BRAISTED. Well, she would have a normal capacity of 600 patients, but might carry 800.

Mr. BRITTEN. The cost of that ship will be about $2,500,000?

Admiral BRAISTED. Two and a half million dollars was appropriated for it.

Mr. BRITTEN. And we are paying about $2,500,000, including repairs and alterations, for each of these new 6,000-ton ships you are buying?

Admiral BRAISTED. They are larger than 6,000 tons. That is true; we probably will have to pay $5,000,000 for those two ships.

Mr. BRITTEN. Admiral Taylor told us yesterday they would be about 6,000 tons each. How do you regard them in comparison with a first-class hospital ship, constructed for hospital-ship purposes, as to efficiency?

Admiral BRAISTED. Such a hospital ship, constructed for hospital purposes alone and as such, has never been built. We are building the first one in Philadelphia that ever was built from the beginning, so far as I know, with the purpose of making it a hospital ship. Heretofore they have all been converted ships. What I was appealing to Congress for was to give us a chance to build a perfect hospital ship, and when that hospital ship is done it will be the finest thing that the world ever saw in the way of a hospital ship.

Mr. BRITTEN. Unfortunately, it will be finished in time of peace.

The CHAIRMAN. The next item is "Contingent, Bureau of Medicine and Surgery." I see on page 68 you have inserted some new language—"including hereafter officers who die within the United States." Has not that been done heretofore?

Admiral BRAISTED. It has, except the word "hereafter." "Hereafter" is new in this, and the idea of putting that in was that we will not have to reenact the law year after year, but will have it for that purpose.

The CHAIRMAN. You put in here also the new language "purchase" of two passenger-carrying motor vehicles for Naval Dispensary, Washington, D. C.

Admiral BRAISTED. Those two passenger-carrying motor vehicles are for the doctors here in Washington, to enable those doctors to go around and see their patients; but there was no provision made for the purchase of any new vehicles when these were worn out. It happened yesterday that one was damaged very badly by being run into, and the other one was out of commission. All we want there is, on an occasion like that, to have the authority to purchase.

Mr. BUTLER. Those are only small vehicles that you ask for?

Admiral BRAISTED. They cost less than $500 apiece, and are Ford machines.

The CHAIRMAN. I do not understand you want to purchase a new one any time somebody runs into you?

Admiral BRAISTED. No; we have maintenance and repair; but they may be totally damaged or worn out, and we can not come to Congress every minute. We simply wanted authority to purchase those when needed.

The CHAIRMAN. You have increased the amount by $210,000. You are asking for $1,500,000, and last year you had $1,291,000.

Admiral BRAISTED. We think that is a very moderate increase.

The CHAIRMAN. That is due to the increased activities of personnel?

Admiral BRAISTED. It is due to increased activities of personnel of the Navy and expansion.

The CHAIRMAN. For the next item, "Transportation of remains." Last year you had $332,000, and you ask now for $350,000. Will that answer your purposes?

Admiral BRAISTED. Of course, it is impossible to forecast the casualties that may happen, but we think that is a fair allowance to start out with.

Mr. LITTLEPAGE. What would take place if you exhausted that amount?

Admiral BRAISTED. If we exhausted that amount, we would have to create a deficiency, I suppose.

Mr. LITTLEPAGE. Be that as it may, we want to get them home.

Admiral BRAISTED. I do not think there will be a deficiency. I think this will probably cover it.

Mr. LITTLEPAGE. I am unalterably opposed, as a member of this committee, to any other course than sending these boys home.

The CHAIRMAN. The naval boys?

Mr. LITTLEPAGE. Yes, sir; and the Army, too.

The CHAIRMAN. You will have to take that up with the chairman of the Committee on Military Affairs.

Mr. TALBOTT. The only thing I care about is that when a man dies at sea, on his way home, that his body should be brought home.

Mr. LITTLEPAGE. I agree with you.

Mr. TALBOTT. I do not care whether it is the Navy Department or the War Department, I am going to insist that the bodies of the boys be brought here.

The CHAIRMAN. I have a letter here from the Secretary and the admiral has a copy of it, which may be inserted in the record. It refers to a change in language, and I will read it to you.

Admiral BRAISTED. The transportation is to take in all classes of personnel.

The CHAIRMAN. To change it so it will read, "of members of the Nurse Corps; of civilian officers and crews of naval auxiliaries; and of officers and enlisted men of the Naval Militia * * *."

(The letter directed by the chairman to be inserted in the record is here printed in full, as follows:)

DEPARTMENT OF THE NAVY,
BUREAU OF MEDICINE AND SURGERY,
*Washington, D. C., January 7, 1918.*

MY DEAR MR. CHAIRMAN: In connection with draft No. 1 of the naval appropriation bill now under consideration, and under the caption "Transportation of remains," page 70, line 3, it is requested that the following addition be made to the language at the beginning of line 3, "of civilian officers and crews of naval auxiliaries;" so that the language as amended will read "of members of the Nurse Corps, of civilian officers and crews of naval auxiliaries, and of officers and enlisted men of the Naval Militia * * *."

This change is made necessary to meet conditions imposed by the additional language in italics in lines 2 and 3 of page 13 of draft No. 1, as follows: "transportation of civilian officers and crews of naval auxiliaries."

On page 68 in line 6, the comma after "automobile" is a typographical error; the language should read "automobile ambulances."

Sincerely, yours,

——— ———.

Hon. LEMUEL P. PADGETT, M. C.,
*Chairman Committee on Naval Affairs,*
*House of Representatives.*

Admiral BRAISTED. There have been new types of personnel coming in, not provided for, and that is to provide for that sort of thing.

The CHAIRMAN. The next item is, care of hospital patients. Last year you had how much?

Admiral BRAISTED. We had $3,000,000.

The CHAIRMAN. You had a deficiency of $3,000,000, and now you are asking $4,000,000. That is your general working appropriation, is it not?

Admiral BRAISTED. Yes; that is an emergency appropriation, and one of the most beneficient things that we do. It enables me to tell any medical officer or any officer anywhere throughout the world that hospital care and treatment can be given to any man who falls out of an aviation machine or is hurt in any other way, where we have no other provision. They can make use of anything to take care of these men. Again, it enables us at places where hospital facilities are not sufficient, as at New York, to put our patients in civil hospitals until such time as we can build enough or until the emergency is past. But it has been one of the best things we have had, so that you have heard no complaints anywhere, in England, France, or our own country, of patients not being taken care of because we did not happen to have on the spot, perhaps, a naval hospital. It really has been a very fine thing.

The CHAIRMAN. You have some language in there that we want an explanation about—"and for the rental and purchase of land." How much land do you want to purchase?

Admiral BRAISTED. At two places, with which the committee is familiar, we feel we should purchase. One is at Key West, where the Southern Methodist Episcopal Church had a school. It was the only and best available means of furnishing the naval hospital for us at Key West. Those people wanted to sell that property and they had opportunities to sell it, but I appealed to them from patriotic motives to rent it to us for the time being, in order that we might have some provision for our sick. They did that and did it with my promise that I would tell the committee what they had done and would ask that this be purchased. The price was made about the beginning of the war—a very reasonable price—$50,000. They have had many offers for this property from other people. We have equipped that; we have taken it over, and it is going to make us a very fine hospital. It is near going into commission.

Mr. TALBOTT. What rent is being paid for it?

Admiral BRAISTED. $3,000 a year rental.

Mr. OLIVER. I think our committee after inspecting it were unanimous in thinking you acted wisely in taking it over.

Admiral BRAISTED. They agreed to hold it, and that was the patriotic spirit.

The CHAIRMAN. Where is the other one?

Admiral BRAISTED. The other one is at Great Lakes. At Great Lakes we have been obliged to build on land we do not own for our

hospital. We have, as you know, a large hospital there of 1,500 beds. It is like a little city. Camp Ross is built on this property on a farm that does not belong to us. It is very important that we should purchase that land, because at the end of the war, if we do not, all this enormous expenditure for beds will revert to those people and we will lose it.

The CHAIRMAN. Do you not have the right of removal under your contract?

Admiral BRAISTED. Yes; but you could not do that. We went over it very carefully and consulted those interested and those not interested as to the price. The price was $2,000 an acre. You must remember it is in the suburbs of Chicago. I am pretty confident that that was a fair price at that time and we got an option on it which lasts until June, for that price.

Mr. TALBOT. How many acres are there?

Admiral BRAISTED. It is 90 acres, which would amount to $180,000. It is not confined alone to the hospital, but for the training station on which it is built.

The CHAIRMAN. I want you to tell us how much of improvement you have placed on this rented land which would either have to be sacrificed or removed after the termination of the lease.

Admiral BRAISTED. Almost all the new construction of this enormous hospital is on this land. That includes the power house with all the additional wards; the additional wards for contagious diseases, the additional expansion wards for other types of diseases; the subsistence building for the Hospital Corps; the laundry, carpenter shops, storehouses, garages—everything of that kind has been built on this land.

Mr. TALBOT. The structures are worth more than we would have to pay for the land?

Admiral BRAISTED. Oh, yes.

The CHAIRMAN. How much does that represent in value of money expended?

Admiral BRAISTED. $300,000. In addition to that, on that same land, you have barracks built at Camp Ross, which would be perhaps $150,000 at least.

Mr. BRITTEN. You have over $500,000 expended in temporary buildings that can not be moved. They can be destroyed, but not moved and that land is used on rental for the period of the war. I believe it is directly to the south of the training station, is it not?

Admiral BRAISTED. Yes, sir.

Mr. BRITTEN. The land in there is $1,500 to $3,000, depending on the outlook over the lake. It is on a high bluff.

The CHAIRMAN. Are the improvements of such character of construction and material with reference to the hospital representing something like an outlay of $300,000 and the barracks which have been erected there representing an outlay of something like $150,000, that after the war is over they would continue to be of use and service, or would they so soon deteriorate that we would lose them anyway?

Admiral BRAISTED. With care and preservation all our emergency construction, this construction included, will last for 15 or 20 years.

Mr. BUTLER. How much an acre do you expect to pay for this land?

Admiral BRAISTED. $2,000 an acre.

Mr. TALBOT. The land will always be worth that much money.

Mr. OLIVER. How much will be required for repairs?

Admiral BRAISTED. If painted and looked after like you would if it were your own house and kept in repair, it will not deteriorate.

The CHAIRMAN. They have wooden houses up in the New England States that were built in colonial times, and they have them down in our country that are 100 years old which are in a good state of repair. Why do you limit this construction to 15 years? Will it not last longer than that if it were kept in repair?

Admiral BRAISTED. I think so; yes. I think they might last indefinitely, but with the wear and tear of such a large personnel going through them, I should think they would last at least 15 years and they may last 20 or 25 or 30 years, depending altogether on the care given to them.

The CHAIRMAN. With respect to this hospital, would the buildings become, by continued occupancy and use, so infected that after awhile they would have to be removed because of infection?

Admiral BRAISTED. I do not think so, Mr. Chairman. Of course, that is a point that is always brought up. But with careful attention and disinfection, and so on, I think that probably they would go along all right. It might be that some of them which were used over and over again for intensely contagious diseases might have to be torn down.

The CHAIRMAN. Several years ago we were asked to appropriate for infectious wards, and they were built of cheap construction and temporary, because it was said to us that these infectious hospitals became so infected, notwithstanding you had tried to prevent it and you had tried to neutralize the infections, that it would still accumulate to such an extent that it made it necessary to burn them or destroy them.

Admiral BRAISTED. That is true; and it might be desirable, and probably be desirable. At that time to which you refer, I was trying to show you why it was cheaper and better to build this type of construction than the more imposing and solid structures that would cost so much more money, to make it clear that the cheaper type of construction was less costly and better in every way.

The CHAIRMAN. To what extent does that apply to the general wards? These wards that you speak of in the hospital are not the infection wards, especially?

Admiral BRAISTED. Some are infectious and some are for noncontagious cases.

The CHAIRMAN. The noncontagious is not subject to that nearly so much?

Admiral BRAISTED. Not nearly so much.

Mr. FARR. Were they constructed with some idea of permanency?

Admiral BRAISTED. Yes; we always try to do things in a commonsense way. So I told the architect when he was building these to put the timbers in a little bit larger and stronger, in order that the buildings might be more or less permanent. As you will remember, of course, the appropriation committees were very insistent that nothing but emergency construction should go up. We gave them emergency construction, but I did tell the architect to make the best buildings he could, and it has turned out to be the very best

we know of anywhere. They are fine buildings; that does not mean they are expensive. They did not cost much more than the others, and if taken care of they will last for many years; and I think we did a mighty fine piece of work building those.

Mr. BROWNING. You did not have to spend much money on alterations or improvements at Key West?

Admiral BRAISTED. Not much. The buildings lent themselves for conversion into a hospital very nicely. The main difficulty we have there is to get a water supply.

Mr. FARR. How much is the rent there?

Admiral BRAISTED. $3,000.

Mr. KELLEY. Is there an item for the purchase of land for the tuberculosis hospital at Las Animas, Colo.?

Admiral BRAISTED. There was an item which you gave us for the purchase of that land.

Mr. KELLEY. Do you want to expand the farm there?

Admiral BRAISTED. We did expand it by several hundred acres.

Mr. KELLEY. And you do not ask anything now?

Admiral BRAISTED. We have not asked anything there.

Mr. KELLEY. Have they requested any more?

Admiral BRAISTED. They have called attention to the fact that it would be a good thing to have more grazing land for their cattle and more farming land.

Mr. KELLEY. But you have not looked into that yourself?

Admiral BRAISTED. I have looked into it, but I have not decided that it was absolutely necessary yet. It probably will be in time. Perhaps it would be a good thing now.

The CHAIRMAN. How much land have they now, with that addition you bought?

Admiral BRAISTED. With that addition we bought we have about 800 acres.

Mr. FARR. How many patients?

Admiral BRAISTED. About 300 and provision for 700.

Mr. TALBOTT. Do you produce your own milk?

Admiral BRAISTED. We do. With the provision the committee made we have secured a fine herd of cattle.

Mr. KELLEY. Did you formerly have to buy some milk?

Admiral BRAISTED. Before we bought an enormous quantity for the patients.

Mr. KELLEY. Now do you supply it?

Admiral BRAISTED. We are beginning to supply our own needs now.

Mr. TALBOTT. Do you get a better supply now than before you bought?

Admiral BRAISTED. Yes. The supply out there was small and not very good quality. We have a splendid herd and Dr. Barber is doing a remarkable work.

Mr. BROWNING. Are they Holsteins?

Admiral BRAISTED. Yes, I think they are Holsteins; they are hardy cattle, you know.

Mr. KELLEY. Do you have grazing land enough to take care of the cattle to furnish a supply of milk there?

Admiral BRAISTED. Mr. Kelley, we have now, but if we expand this place much we will not have. We probably will have to secure more land later.

Mr. KELLEY. Will the increase in the personnel increase the number of patients out there correspondingly?

Admiral BRAISTED. Yes, we have made an increase from 250 patients to 700. We are now ready to take care of 700 patients there. We expect this will tide us over at least this coming year. That has been already done; that has been covered by other appropriations and in the deficiency appropriation for new construction.

Mr. WILSON. I wanted to ask you something about the proposed school buildings at Key West. Did you inspect that property?

Admiral BRAISTED. Yes, very carefully. It has been inspected many times.

Mr. WILSON. With a vew to making a recommendation?

Admiral BRAISTED. Oh, yes, indeed; and the Naval Committee themselves visited it.

Mr. WILSON. I thought it would be a fine idea to rent it, but I did not form the idea that it would be a good thing to buy it.

Admiral BRAISTED. You can not get anything in Key West that will compare with this property for hospital uses. It is the very best there is, and it is the cheapest proposition that we found anywhere. Anything else that was offered us was far and away in advance of it.

Mr. WILSON. How many buildings are there?

Admiral BRAISTED. There are to be six or eight buildings.

Mr. BRITTEN. It could not be duplicated for anything like the price asked?

Admiral BRAISTED. I think the ground would cost you almost as much as that. The ground we did look at as an alternative proposition, would have cost us, just the ground alone, something like $150,000.

Mr. WILSON. How much did you agree to pay?

Admiral BRAISTED. $3,000 a year is what we are paying for it.

Mr. WILSON. You could not assure them absolutely the Government would buy it—what condition is put in the contract with respect to that?

Admiral BRAISTED. I appealed to them from patriotic motives to let us have the land, promising I would plead and present this, as I am doing now, for purchase, stating that they had done this with that idea.

Mr. WILSON. What was the limit of the contract, how many years?

Admiral BRAISTED. We rent it year by year only, for the period of the war.

Mr. WILSON. Do you have any provision that would take care of it for the period of the war?

Admiral BRAISTED. For the period of the war.

Mr. WILSON. What is the capacity?

Admiral BRAISTED. One hundred and fifty patients in all the buildings.

Mr. WILSON. Will it be necessary after the war or useful?

Admiral BRAISTED. Yes; we have always wanted a hospital at Key West and we have never had one, and we have been trying to get one for years.

Mr. WILSON. With reference to this feature, Admiral—it was built, of course, for school buildings and was not built at all along the lines you would suggest for hospitals. Was it built so that you could convert it into a thoroughly good hospital?

Admiral BRAISTED. We have converted it into a very excellent building; that is, the buildings have been converted so that they will make a very excellent hospital.

Mr. WILSON. I presume the school had large rooms. What has been done with respect to those?

Admiral BRAISTED. They were made into wards. I think we have got here just how much we spent on the conversion. That conversion, including light and water, will cause the expenditure of nearly $100,000, and I think it will pay to hold it.

Mr. WILSON. What contracts have you with them relative to these improvements, in the event the Government did not buy it?

Admiral BRAISTED. I do not remember the exact wording of the contract, but I will look it up and insert it in the hearings.

Mr. FARR. You must have made some very radical changes.

Admiral BRAISTED. We did.

Mr. WILSON. But you think it will be a valuable hospital for the Navy after the war, and you will not come in pretty soon for a recommendation for tearing it all down because it was built wrong?

Admiral BRAISTED. No; it is made into a very pretty hospital. As I said, it lent itself to this conversion, and we have equipped it, and we have got a hospital that will soon be ready which you will be proud of, and we hope we can keep it always for the Navy. We have needed it for years and years.

Mr. WILSON. You say it accommodates 150?

Admiral BRAISTED. The maximum capacity is 150.

Mr. BROWNING. Did you have to keep that water tank in that building?

Admiral BRAISTED. Yes; we are keeping that water tank, but we are also carrying in water from the East Coast Railway Co. You know they are bringing pipe lines across the city, and we are tapping that, so that we are not going to depend alone on the water from the cisterns, which we always were a little afraid of, but we will have the pure supply of water coming from that East Coast Railway Co.

Mr. BUTLER. Mr. Chairman, I would like to ask the Admiral two or three questions. Admiral, we have 20,000 or 24,000 men now at the Great Lakes. Before this war opened about how many men did we have at the Great Lakes?

Admiral BRAISTED. Before the war?

Mr. BUTLER. Yes.

Admiral BRAISTED. It had a capacity of not over 2,000, and the personnel varied from five or six hundred to 1,500.

Mr. BUTLER. What did you do for hospital accommodations at that time?

Admiral BRAISTED. If you will remember, the Great Lakes Training Station was a splendidly built institution.

Mr. BUTLER. I recall it and I recall the expense and the time.

Admiral BRAISTED. We hope that we have built one of the finest hospitals around Chicago.

Mr. BUTLER. Yes, sir; and that would accommodate 2,000 men; I mean to say, facilities for 2,000.

Admiral BRAISTED. It would furnish at that time ample hospital facilities for that many.

Mr. BUTLER. Let me go back again and come forward. Prior to the war we had about 2,000 men at that training station, that is, for peace times?

Admiral BRAISTED. Yes.

Mr. BUTLER. And we had hospital accommodations enough for those men; that is, to accommodate those men who might fall sick. Of course, Admiral Braisted, this war is going to be over some time, we anticipate. If you will permit me to recall to your mind, that at no time have I ever attempted to cut an appropriation for this service. I am very proud of it and proud of your administration of it, sir——

Admiral BRAISTED. I thank you for your confidence.

Mr. BUTLER. But I do wish you to think about the war being over some time, and might it not be supposed that when we drop to what might be necessary in peace times you would not need such an enormous hospital at the Great Lakes?

Admiral BRAISTED. We are thinking every day of the conclusion of the war the same as you are, but you will probably agree with me that after the war is over that this Nation never again will get into the position it was, and that the increases in the Navy and the military training will go on for the young men of the Nation. The men will be supplied through instruction received at these stations for what I think will be an enormous marine service—will make necessary undoubtedly these provisions which we are using now in war time.

Mr. BUTLER. You had not anticipated when the war was over that we would have as many as 20,000 or 24,000 training at the Great Lakes. Likely this bill will carry into the House $1,100,000,000 or thereabout. Have you an idea that this Government is going to have an $1,100,000,000 Navy after the war is over?

Admiral BRAISTED. No.

Mr. BUTLER. You would take a billion from it and you will come nearer to it; and while I do not want in any way to obstruct you in this fine service, I have great doubt about the propriety of buying $180,000 worth of land to put this hospital on.

Admiral BRAISTED. The hospital is on it now.

Mr. BUTLER. I have in my mind that in the Sixty-sixth Congress the war may be over, you see; then there will be a period of economy here that will surprise us all.

Admiral BRAISTED. Yes.

Mr. BUTLER. We are up now to twenty or twenty-five billions of dollars, and if we run this war to 1920 we will have twice that much. I do not believe the American people, if we are successful in this war, will ever submit to any such great armaments on sea or land as we have now. Now, whatever is necessary for you to have to conduct this war, I want to say, as a member of this committee, I am ready to give it to you, but I can not see the wisdom of spending $180,000 to build a large hospital that will be of very little use after the war is over.

Mr. TALBOTT. The hospital is already there.

Mr. BUTLER. I know it is there, but we have spent a lot of money in putting a building on ground that we have rented.

Mr. OLIVER. Admiral, will you explain, very briefly to the committee, what you have done in developing a mask that will furnish protection against poisonous gases?

Admiral BRAISTED. We took up months ago that subject. That is one of the big works we have done, realizing the importance of gas warfare, as shown by operations abroad, we took up months ago that subject, not only the subject of gas masks, but the use of gas as a defensive and offensive measure, and we have created a research committee comprised of eminent men, who are studying constantly the making of gas masks and the types and kinds of gases, what these gases do to the human organism. when they are used, and how it may be protected from them. We have taken up the instruction of the entire personnel in regard to the use of gases and in regard to the use of gas masks, at our medical school here, and we have begun that work by calling in classes of line officers, to instruct them, in order that they may go out into the broader fields and repeat their instructions to the entire service. We have been at that for months, which is one of the finest pieces of work we have done.

Mr. OLIVER. Admiral, has the result of your studies been very satisfactory in the development of a mask, and likewise in concluding what to advise shall be done in order to avoid these poisonous gases?

Admiral BRAISTED. It has. We have developed as good a gas mask as anybody has, and we think our studies of gas defense and offense have been of great use in bringing to the attention of the naval service the possibility of gases in naval warfare, to which they are now fully alive.

Mr. FARR. Admiral, will you insert in the record what was done with the $100,000 expended in changes to the property at Key West, to be used as a hospital? It seems a large sum for remodeling that property.

Admiral BRAISTED. Yes; I will put that in.

(Whereupon, at 12.20 p. m. a recess was taken until 1.30 o'clock p. m.)

[No. 7.]

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NAVAL AFFAIRS,
Washington, January 23, 1918.

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENT OF MAJ. GEN. GEORGE BARNETT, COMMANDANT UNITED STATES MARINE CORPS.

The CHAIRMAN. The committee will come to order. We have with us this morning Gen. Barnett, Commandant of the Marine Corps. We also have with us Gen. McCawley, quartermaster, and Gen. Richards, paymaster.

Turn to page 103, "General pay of the Marine Corps." I see that there is an increase asked for there.

Gen. RICHARDS. I have, in explanation of the items asked for commencing on page 103 and ending the middle of page 108, the detailed calculations of these estimates for the total sum asked for, $22,153,370.64. I submit first the official explanation of this estimate, dated September 20, 1917, to the Navy Department, with these detailed calculations explaining how this figure is arrived at. In addition thereto I have here a tabulated statement or analysis which shows for "Pay, Marine Corps," the amount expended in every detail of the appropriation for the year 1917; also I have segregated the various items which were appropriated under "Pay, Marine Corps," for the year 1918, and set out against all items therein what we estimate will be needed for the year 1919. I think these tables may answer almost every question to be asked.

The CHAIRMAN. You will just insert those and then we will take them up. This appropriation of $3,975,437 is made upon what basis?

Gen. RICHARDS. That item is for pay of officers, and it contains an increase due to the increase in the number of commissioned, warrant, and appointed officers authorized by the act of May 22, 1917, also to an increase in longevity pay due to promotions. There is also an additional amount necessary to cover an increase in the number of officers for the Marine Corps Reserve, and the Naval Flying Corps, and Naval Militia, Marine Corps branches, all of which increases were authorized by the act of August 29, 1916.

The CHAIRMAN. Does it also include additions to the present authorized strength?

Gen. RICHARDS. No, sir; on that proposition I have prepared a statement of costs of proposed increases based upon multiples; that is to say, any increase that may be decided upon by this committee or the Congress, the cost may be calculated from these tables. I have one statement showing pay necessary for 40 officers and 1,000 men; another, 200 officers and 5,000 men; and another, 400 officers and 10,000 men.

The CHAIRMAN. Do you have a unit for each 1,000?

Gen. RICHARDS. Yes, sir; that is a unit. Each 1,000 men will have 40 officers of different grades.

The CHAIRMAN. Just insert that in the record. The next item is "Pay of officers on the retired list."

Gen. RICHARDS. That is a mathematical calculation. We have had a number of changes in the list, a number of officers added to the retired list and a number have died. I wish to explain here that every retired officer who is capable of doing any duty whatsoever is now doing active duty; for that reason we have asked an increase in our usual sum for contingencies of that sort for additional pay, full duty pay, of retired officers detailed to active duty.

The CHAIRMAN. Let me ask you this question in connection with that: Where you have a retired officer called back into active service, performing active duty, is he paid three-fourths out of this and one-fourth out of active pay?

Gen. RICHARDS. No, sir; it all comes out of the item for pay of retired officers.

The CHAIRMAN. How do you arrive at his pay?

Gen. RICHARDS. The whole pay of the Marine Corps is one lump fund, the $22,000,000. You will see in this item for pay of retired officers that there is the sum of $17,105.06 asked for. This is the one-fourth that these retired officers get when on active duty. They get full-duty pay while performing active duty; it all comes out of the pay for the retired list.

The CHAIRMAN. All of it comes out of that?

Gen. RICHARDS. Yes, sir. But, Mr. Chairman, it makes no difference, because the whole $22,000,000 is specifically provided for by law as one lump fund.

The CHAIRMAN. I understand that, but I just wanted to know whether you had it embraced here and in the other.

Gen. RICHARDS. It is embraced in the $218,907.56.

Mr. BROWNING. What work are these retired officers doing in the Marine Corps?

Gen. BARNETT. The retired officers are almost all on recruiting duty. Their duty has been most important and they have done it remarkably well, so well that the Marine Corps, as you know, was filled to its strength the 10th of August. They made excellent time, and so fast, in fact, that it was hard work housing and clothing them, and that left the active officers for duty outside.

The CHAIRMAN. The next item is, Pay of the enlisted men of the active and reserve list. The language is the same, and you are asking for $17,266,879, as against about $9,000,000 last year.

Gen. RICHARDS. The increase in the pay of the enlisted men, active and reserve men, of eight million odd dollars is due not only to the increase in the strength authorized by the act of August 29, 1916, and May 22, 1917, respectively, but also to the addition of 5,000 men to the Marine Corps reserve list, authorized by the act of August 29, 1916, and to cover the pay of the National Naval Volunteers, or Naval Militia, Marine Corps branch, during the present war——

Gen. BARNETT. And another thing, Congress doubled the pay of the privates last year. We did not ask for that last year because it was done after our hearing.

Mr. HICKS. I would like to ask you in this regard, you would like to have a provision put in this section providing for the additional pay of marines serving on a man-of-war as firemen?

Gen. BARNETT. I have that in my hearings. I will put that in my general statement, and I have what I would like in the proposed changes in the wording to effect that. There are one or two things like that. I will have them in my general hearing.

The CHAIRMAN. Does that item embrace only the existing authorized enlistment?

Gen. RICHARDS. This is for the enlisted authorized strength and does not include anything necessary for any proposed increase to the Marine Corps.

The CHAIRMAN. The next item is for pay and allowances prescribed by law of enlisted men on the retired list.

Gen. RICHARDS. That is mathematical and there is a decrease this year over what was asked for last year.

The CHAIRMAN. Undrawn clothing. You are asking for an increase of $28,000.

Gen. RICHARDS. No, sir; we have decreased that item by over $21,000, and that was due to the saving on the clothing allowance during the war.

Gen. BARNETT. Formerly we gave a man a clothing allowance which a careful man saved money on and careless men had to draw extra clothes and pay for them. So, when the Army did away with the clothing allowance at the outbreak of the war, recognizing the fact that in the trenches the clothing allowance would not be sufficient, we did away also with the clothing allowance.

Mr. HICKS. Irrespective of what it amounts to?

Gen. BARNETT. Yes, sir; and we have repair stations to repair the clothing.

Mr. HICKS. Is a man asked as to why he lost his suit?

Gen. BARNETT. Very decidedly; yes, sir. The clothing is absolutely Government property. We take just the same care of it as we do of the guns or revolvers.

Mr. VINSON. What about the old clothes?

Gen. BARNETT. We take them all back and clean them and overhaul them.

Mr. BRITTEN. Does this clothing scheme operate irrespective of his assignment?

Gen. BARNETT. Yes, sir; it would be impossible otherwise. He would go to France to-morrow and it would make bookkeeping almost impossible.

Mr. VINSON. Where do you send clothes for repairs?

Gen. BARNETT. We have repair shops of our own.

Mr. OLIVER. That does not apply to enlisted men in the Navy?

Gen. BARNETT. No, sir.

Mr. OLIVER. Do you find that this has worked satisfactorily?

Gen. BARNETT. It has only been in force a short time. I think it would have been a great and undue hardship for our men with the old allowance. They could not have gotten along at all. Another thing, where we have cantonments the men have to have more blankets. We issued more blankets because it was necessary

Mr. BUTLER. Any complaints because of the change of this system?

Gen. BARNETT. No, sir.

Mr. BRITTEN. Will you be prepared a year from now to tell us just what effect that has had on the cost as compared with the old system?

Gen. BARNETT. Yes, sir; we can tell you to a dollar.

The CHAIRMAN. The next item is "Mileage."

Gen. RICHARDS. That is an increase, due to the increased number of men in the service. The same explanation applies to the next item, "for commutation of quarters."

The CHAIRMAN. The enlarged activities and more men and expansion of the service?

Gen. BARNETT. We did not have much more than one-half of our officers a year ago.

The CHAIRMAN. How many officers have you now?

Gen. BARNETT. One thousand two hundred and thirty. I think there are 1,236 to be exact; I have the list here [referring to list]. The officers are 1,191 regular officers, 30 reserve, and 9 national naval volunteers, making 1,230.

Mr. BUTLER. That is about 40 to 1,000 men?

Gen. BARNETT. Exactly. We can not go beyond that. That is the number allowed by law.

Mr. BUTLER. Why do we compute it as 40 to 1,000 men?

The CHAIRMAN. That is on the military basis.

Gen. BARNETT. We are so split up that we find 4 officers to 100 men is absolutely necessary. That is less than they have in the Army, but if you remember when we came before the committee last year, I quoted you a report I made with reference to the necessity of 4 officers to 100 men because I had found by years of experience that 1,000 men as a regiment was the best organization for expeditionary service. Therefore, we said we would be able to carry on the duty even if it was less than the Army.

The CHAIRMAN. And we put it in the law.

Gen. BARNETT. Yes, sir.

Gen. RICHARDS. The law provides that there shall be 4 commissioned officers in the Marine Corps to 100 men.

Mr. BUTLER. Are we going to increase the regiments in this emergency?

Gen. BARNETT. The regiments have been increasing. You have not allowed us any officers for the temporary increase above the rank of major.

Mr. BRITTEN. Have you that change in your estimates?

Gen. BARNETT. Yes, sir; I have.

The CHAIRMAN. We will take that up when we come to the legislative part of it. The pay of the civil force—I notice that you have here "special assistant to the Major General Commandant" $2,750. That is a new office?

Gen. BARNETT. A new office created. You remember last year you allowed the whole Navy certain increases in clerical force. We followed the Navy custom and created the position of special assistant and gave him that pay, because the pay and the responsibility had so largely increased, and the part the Marine Corps was allowed out of that sum was $11,500, and we use that partially for this assistant and in getting additional men.

Mr. BUTLER. He is a military man?

Gen. BARNETT. No, sir; a civilian.

Mr. BUTLER. How can a civilian help you now?

Gen. BARNETT. Clerical work entirely.

Mr. BUTLER. Will he go when this war is over?

Gen. BARNETT. Yes, sir; he understands perfectly that when the war is over he goes.

The CHAIRMAN. I notice down here you have recommended various increases in quite a number of clerks in the different departments.

Gen. BARNETT. Yes, sir. I have done that because I have concluded, and everybody else has concluded the same thing, that the man who is doing excellent and good work is deserving of sufficient salary to live decently on, and everyone of them have worked overtime, time and time again, and in order to live decently, that increase, in my opinion, is necessary. We all know that the cost of living has come to be much higher than formerly.

Mr. OLIVER. What is the increase you ask for?

The CHAIRMAN. It is set out in the bill on page 107.

Gen. BARNETT. They are all very moderate increases, I think.

The CHAIRMAN. I would like to ask you a question that is before Congress, the proposition to increase the civil employees of the Government by one general bill, and not by each department and the different bureaus of each department taking it up separately.

Gen. BARNETT. Of course, I am not familiar with that, naturally, and I take it that the only way that is feasible is to bring all the necessary estimates for appropriations to this committee. How you supply it is a question for Congress and not for me at all.

Mr. VINSON. But you know they are entitled to increased compensation?

Gen. BARNETT. Yes, sir; they certainly are.

Gen. McCAWLEY. You will notice that these increases are only for the chief clerks in the various divisions, and it is the idea of paying them on the same basis——

The CHAIRMAN (interposing). Oh, no. It is "chief clerk" and "one clerk" and, for instance, in the office of the Quartermaster, "two clerks instead of one."

Gen. McCAWLEY. It is only an increase in number in that case. The increase in salary is only in the case of the chief clerks and these two "special assistants" provided for in the commandant's and Quartermaster's offices.

The CHAIRMAN. You are asking for the office of the adjutant and inspector one additional clerk, at $1,600.

Gen. McCAWLEY. Yes, sir; just an additional clerk at that salary, but the only increase in salary is for the chief clerk.

The CHAIRMAN. In the general statement that you put in, does that embrace an explanation of this?

Gen. RICHARDS. It does not show the necessity for it.

Gen. McCAWLEY. I should like to file a statement as to the necessity for the special assistant and technical engineer and additional clerk provided for in the Quartermaster's Department, as well as for the increase in salary for the chief clerk.

(Statement attached:)

The work of this department has so enormously increased, due to the recent trebling of the strength of the corps and the emergency conditions incident to the war, it is imperative that the officers should be relieved of routine work and their time and services be devoted to more important work affecting the military operation of this department in providing for the health, comfort, and equipment of the troops in the

field, which is their legitimate and professional duty. To relieve the quartermaster and the other officers on duty in the office as much as possible of a mass of routine clerical work, recommendation was made to the Secretary of the Navy to create a position of civilian special assistant to the quartermaster, as well as that of a technical engineer, at salaries of $2,750 and $2,300 per annum, respectively, and the Secretary of the Navy, seeing the force of the argument, authorized the temporary employment of these men, and granted permission that the request might be made to this committee that these positions be made permanent. My original recommendation in this case, copy inclosed, was that the compensation of the special assistant should be $3,000 per annum, but the Navy Department only approved $2,750. The duties assigned to the special assistant are as follows:

He will have assigned to him certain important work heretofore performed by the assistant quartermasters on duty in the office of the quartermaster, which includes preparation of all correspondence, answering calls made upon this office by the various departments of the Government, especially from the Auditor for the Navy Department, forwarding contracts to the returns office, and to contractors and posts, and in general all mail to civilians: printing and binding, blank forms and stationery, preparation of reports and data, including estimates for the Navy Department and Congress, and many other miscellaneous matters that come up from time to time. The special assistant would be held responsible for this work and sign all mail in connection therewith, and thus relieve the quartermaster and his assistants of a great deal of work which now seriously interferes with their military duties.

The services of a technical engineer are essential in connection with the large amount of construction work now being performed by this department. Such assistance is absolutely necessary for the quartermaster to efficiently and expeditiously decide many matters connected with the work of providing modern sanitary barracks and quarters for the troops in the field and at home stations. There is a constant call on this office for expert advice concerning matters affecting architectural features, including heating, ventilating, electric lighting, sewerage, drainage, plumbing, cold storage, refrigerating plants, and so forth, which requires the services of one who is thoroughly familiar with all the branches of this character of work. The amount of construction work is constantly increasing, and the conditions brought about by the war have added so much to this class of work that it is a physical impossibility for the one draftsman now on duty in this office to keep the work up as it should be done. For the fiscal year 1917 the sum of $200,000 was appropriated for public works, Marine Corps, while for the current fiscal year the sum of $1,482,200 was appropriated by the Congress. This sum does not include the special construction work now in course for housing the troops in the cantonments at Quantico and Paris Island, also Mare Island, which expense, as well as many others, is borne out of the regular appropriation. It is therefore recommended that the position of technical engineer be allowed this department at a compensation of $2,300 per annum.

The position of chief clerk in this department is a very responsible one and requires a man of much ability to perform the duties required of him. He must not only have executive ability but must be well versed and familiar with the laws and regulations concerning the Army, Navy, and Marine Corps, rulings of the accounting officers of the Treasury, a good knowledge of matters pertaining to the preparation of contracts, etc., and an all-around first-class office man, and the increase recommended in his salary is warranted because of the responsible duties he performs, and will place him in the same status, as to salary, as the chief clerks of the bureaus of the Navy and War Departments, all of whom receive not less than $2,250 per annum and some as high as $2,750.

The additional $1,800 clerk is necessary. Owing to the large amount of important work required of this department, the services of a high-grade clerk are essential in conducting the business of the contract, filing, accountability and transportation sections. The undersigned can not too strongly urge, for obvious reasons, the necessity for this additional position in the clerical force. There are very few civilian clerks at these headquarters, most of the employees being enlisted men, but there must be some civilians who are highly trained clerks.

Gen. BARNETT. It does not show the necessity for the money.

The CHAIRMAN. Tell us why you need that.

Gen. BARNETT. For the additional work. The work has increased enormously. For instance, in the finger-print system, naturally the finger-print man is a man who has to have a peculiar kind of expert knowledge. They are very hard to get. There are two things in the adjutant and inspector's department that we are behind in. We

are generally pretty well up in the whole work of the corps but the finger-print system we are behind in because it is beyond the power of a human being to do it any faster than he does. He has to do it slowly. Another thing is about the enlistment records. The records have to be so absolutely accurate because we are constantly getting requests from the Pension Bureau, particularly, for information in reference to enlisted men who have been in the service or who are now in it. The Pension Bureau wants information all the time. And it is our object to have this information ready to give them, so that we can immediately give this information when they want it or anybody else wants it, and therefore the clerical force must be such as to keep this up.

Mr. VINSON. To expedite the business?

Gen. BARNETT. It is just exactly the same as any other business.

Mr. BRITTEN. That is all the duty of the finger-print expert?

Gen. BARNETT. Every man who is enlisted in the Marine Corps has his finger prints taken. That is transferred into the enlisted record book and from that is made up his book which is the permanent record of the headquarters, kept there, so that it is important. You can see a picture of him, practically by reading this enlistment record, every mark on his body, and his finger prints. A man comes in for enlistment, his finger print is taken at the recruiting station, it is sent on to headquarters, then compared by this expert. How he does it I do not know.

Mr. BRITTEN. You do not mean to say that it is compared with the 30,000 there?

Gen. BARNETT. Yes, sir; that prevents repeaters, men who will enlist in Detroit or Cleveland, or want to enlist, I mean. If he enlists, he fraudulently enlists, if he has been in the service before. He is transported to Paris Island, S. C. He has made a trip east and then goes and enlists in the Army. That is what this is for, to keep bad characters out of the service, and as I say, it is a class of expertness that I can not understand at all, but it is there.

Mr. BRITTEN. He does not attempt to make a comparison between that new finger print that is received from Cleveland with the thousands that he has already had?

Gen. BARNETT. He does.

Mr. BRITTEN. That is a physical impossibility.

Gen. BARNETT. They have them classified as you have a card index system. There are certain characteristics in this finger-print system, such as a man's name and initials and so on, therefore, I say that it is something that is beyond my comprehension, but it is there. That is the one branch of the work that we are behind in. The other in compiling these enlistment record books. Men came in so fast that we did not have the clerical force to keep them up. It is more work and we have to have the clerical force to do it.

Mr. BRITTEN. This index is kept there as a matter of reference, not necessarily for those that are in the service, unless something transpires later on?

Gen. BARNETT. His finger print is likewise taken and put on his identification tag which goes around his neck, so that if he is killed in France, he can be identified. If you can find that tag you can tell who the man was, whether you find the man or not.

Mr. OLIVER. Is there a school for training these experts?

Gen. BARNETT. We have a school right there, men who are learning.

Mr. BUTLER. This department that this man is kept employed in is what?

Gen. BARNETT. The adjutant and inspector's office.

Mr. BROWNING. You say there are only one of them?

Gen. BARNETT. Two now.

Mr. BRITTEN. I should think your explanation about indexing the various characters of the finger print is the answer to the thing, because it is like the number system.

Gen. BARNETT. It is like this. If you were looking for a man named Anderson you would not look under "B;" you would look under "A."

Mr. BRITTON. In other words, if the noses were filed you would not look under a pug nose to find a roman nose?

Mr. BUTLER. In the office of the paymaster, one chief clerk at $2,000 stricken out, and after that I find the figures, $2,250. That means an increase for that clerk. One clerk, $1,500.

Gen. RICHARDS. And I am dropping out a clerk at $1,200.

Mr. BUTLER. Why don't we have some italics there? It is new?

Gen. RICHARDS. Nothing new except the increase in the pay of the chief clerk by $250. We retain the $1,500 clerk and drop out the $1,200 clerk.

Mr. BUTLER. Is not that an increase in that one clerk in pay? I do not know whether he is a new man or not?

Gen. RICHARDS. Yes, sir; it is. We ask that the chief clerk's pay be increased by $250 per year.

I now wish to file first my official explanation to the Secretary of the Navy of September 20, 1917, which accompanied my estimates for the total appropriations "Pay, Marine Corps," before mentioned; also the detailed calculations which accompanied same; also the analytical statement showing expenditures for last year as set out against what has been appropriated for the current year and what is asked for for the next fiscal year. I would also like to state here, with reference to the items in these estimates under "Pay of civil force: In the office of the paymaster, United States Marine Corps," three clerks at various rates of pay, that I propose to submit to the Major General Commandant for the consideration of this committee a request that these clerks be dropped out altogether and that there be created in their stead one special assistant to the paymaster United States Marine Corps, at $2,750 per annum, and one civilian accountant at $2,250 per annum. The need for such an employee as a civilian assistant in my office is the same as in the other offices mentioned in these estimates, and need not, therefore, be detailed here. The special assistant, and the civilian accountant (in lieu of chief clerk), will have immediate supervision over the administrative analyses of the accounts of the entire Marine Corps, afloat and ashore; this includes the auditing of pay rolls, and individual vouchers of every kind, including all accounts of officers and enlisted men of the Navy attached to Marine Corps organizations at home and abroad. The aggregate expenditure involved in this administrative audit amounts to approximately twenty-four or twenty-five millions of dollars annually, including the combined expenditures from all appropriations of the Navy and Marine Corps. What I propose to ask for amounts to an increase of only $300 per annum in excess of

what has been heretofore provided by law for peace times. It is not proposed in this connection to promote any of the existing personnel of the paymaster's department to these positions, if created. They are entirely new positions, for which no commissioned or appointed officer can be assigned. We hope to secure experienced and qualified men for these places who have been doing this same class of work elsewhere. It is desired that these changes, if made, be considered as immediately effective. There is, in this connection, a balance of funds under this item "Pay of civil force" more than sufficient to cover the pay of these places for the balance of the current fiscal year. The $300 additional is the amount necessary to continue these places for the fiscal year for which these appropriations are made. This matter has been fully represented to the Major General Commandant, orally, and Gen. Barnett has authorized me not only to insert these remarks in my hearing, but also to state that the proposition has, in view of the necessities of the paymaster's department in the existing emergency, his unqualified approval.

HEADQUARTERS UNITED STATES MARINE CORPS,
PAYMASTER'S DEPARTMENT,
*Washington, D. C., September 20, 1917.*

From: The Paymaster.
To: The Major General Commandant.
Subject: Preliminary estimates for "Pay, Marine Corps," for the fiscal year ending June 30, 1919.
Reference: (*a*) Department's circular letter of August 16, 1917; (*b*) M. G. C. letter 5398-21-118, 5-20-17; copy inclosed.

1. Pursuant to reference (*a*), this office transmits herewith the preliminary estimates for the appropriation "Pay, Marine Corps," for the fiscal year ending June 30, 1919, together with a memorandum, in duplicate, showing in detail the method of calculation by which the totals for the several items are arrived at.

2. These estimates show increases and decreases over corresponding items contained in the appropriation acts for the fiscal year ending June 30, 1918, as follows:

| Item. | Increase. | Decrease. |
|---|---|---|
| Pay, officers, active and reserve list | $512,837.00 | |
| Pay, officers, retired list | 20,600.06 | |
| Pay, enlisted men, active and reserve list | 8,006,481.00 | |
| Pay, enlisted men, retired list | | $7,509.00 |
| Undrawn clothing | | 21,641.20 |
| Mileage | 50,000.00 | |
| Commutation of quarters | 50,000.00 | |
| Pay, civil force | 10,800.00 | |
| Total | 8,650,718.06 | 29,150.20 |
| Increase, "Pay, Marine Corps," 1919 | 8,621,567.86 | |

NOTE.—The total appropriation for 1918, contained in the acts of March 4, 1917 and June 15, 1917, which amounts to $13,531,802.78, does not include funds to cover the increase in pay authorized by the act of May 18, 1917, to continue during the present emergency. The amount appropriated for 1918 will, therefore, show a deficiency of approximately $5,000,000 on this account. It is proposed to submit this item for consideration in connection with any urgent deficiency bill to be submitted to Congress during the coming session in December, 1917. The actual net increase over 1918 is, therefore, $3,621,567.86.

3. The increase in the pay of officers, active and reserve lists, of $512,837, is due to the increase in number of commissioned, warrant, and appointed officers authorized by the act of May 22, 1917, and to the increase in longevity due to promotions thereunder; also to the additional amount necessary to cover the increased number of officers of the Marine Corps Reserve, National Naval Volunteers (Marine Corps branch), and of the Naval Flying Corps, as authorized in the act of August 29, 1916.

4. The increase in the pay of officers, retired list, of $20,600.06, is due to the increased number of officers on the retired list to be assigned to active duty during the year.

5. The increase in the pay of enlisted men, active and reserve list, of $8,006,481, is due to the increase in the strength authorized by the acts of August 29, 1916, and May 22, 1917, respectively, and further to the addition of 5,000 men to the Marine Corps Reserve as authorized by the act of August 29, 1916, and to cover the pay of National Naval Volunteers (Marine Corps branch) while employed in active service during the present emergency.

6. The decrease in the pay of enlisted men, retired list, of $7,509, is due to the decreased number of men it is expected will be borne on the retired list for the fiscal year 1918.

7. The decrease in undrawn clothing, of $21,641.20, is due to the discontinuance of the system of savings on clothing allowance during the war.

8. The increase in mileage, of $50,000, is due to the increased number of officers, etc., as described in paragraph 5, above.

9. The increase in commutation of quarters, of $50,000, is due to the increased number of officers it is expected will not be provided with quarters in kind, owing to the great increase in the number of officers provided for the corps, without an immediate and corresponding increase in the Government's quarters available for assignment to them. It is also due to the necessity of continuing the payment of commutation of quarters to officers of the corps who are on duty with the Haitien Gendarmerie.

10. The increase of $10,000 in the pay of the civil force was made pursuant to the instructions of the Major General Commandant, as contained in reference (*b*), copy inclosed.

*Pay, Marine Corps, 1919.*

PAY OF OFFICERS, ACTIVE AND RESERVE LIST.

| Number. | Rank. | Rate. | Amount. | Total. |
|---|---|---|---|---|
| | BASE PAY. | | | |
| | REGULAR. | | | |
| 1 | Major General, Commandant | $8,000.00 | $8,000.00 | |
| 9 | Brigadier generals (3 staff) | 6,000.00 | 54,000.00 | |
| 22 | Colonels | 4,000.00 | 88,000.00 | |
| 29 | Lieutenant colonels | 3,500.00 | 101,500.00 | |
| 145 | Majors | 3,000.00 | 435,000.00 | |
| 373 | Captains | 2,400.00 | 895,200.00 | |
| 313 | First lieutenants | 2,000.00 | 626,000.00 | |
| 313 | Second lieutenants | 1,700.00 | 532,100.00 | |
| 50 | Marine gunners | 1,125.00 | 56,250.00 | |
| 50 | Quartermaster clerks | 1,125.00 | 56,250.00 | |
| 26 | Paymaster's clerks | 1,700.00 | 44,200.00 | |
| 1,331 | Total | | | $2,896,500.00 |
| | RESERVE. | | | |
| 5 | Captains, active duty | 2,400.00 | 12,000.00 | |
| 10 | First lieutenants | 2,000.00 | 20,000.00 | |
| 85 | Second lieutenants | 1,700.00 | 144,500.00 | |
| 15 | Warrant officers | 1,125.00 | 16,875.00 | |
| 115 | Total | | | 193,375.00 |
| | MILITIA AND NATIONAL NAVAL VOLUNTEERS. | | | |
| 7 | Captains, active duty | 2,400.00 | 16,800.00 | |
| 3 | First lieutenants | 2,000.00 | 6,000.00 | |
| 3 | Second lieutenants | 1,700.00 | 5,100.00 | |
| 13 | Total | | | 27,900.00 |
| 1,459 | Total, active and reserve list | | | 3,117,775.00 |
| | ADDITIONAL PAY FOR LENGTH OF SERVICE. | | | |
| | REGULAR. | | | |
| 1 | Major General, Commandant | | | |
| 9 | Brigadier generals | | | |
| 22 | Colonels (over 20 years) | 1,000.00 | 22,000.00 | |
| 29 | Lieutenant colonels (over 20 years) | 1,000.00 | 29,000.00 | |
| 14 | Majors (over 20 years( | 1,000.00 | 14,000.00 | |
| 67 | Majors (over 15 years( | 900.00 | 60,300.00 | |

*Pay, Marine Corps, 1919*—Continued.

PAY OF OFFICERS, ACTIVE AND RESERVE LIST—Continued.

| Number. | Rank. | Rate. | Amount. | Total. |
|---|---|---|---|---|
| | ADDITIONAL PAY FOR LENGTH OF SERVICE—Contd. | | | |
| | REGULAR—continued. | | | |
| 64 | Majors (over 10 years) | $600.00 | $38,400.00 | |
| 32 | Captains (over 20 years) | 960.00 | 30,720.00 | |
| 40 | Captains (over 15 years) | 720.00 | 28,800.00 | |
| 122 | Captains (over 10 years) | 480.00 | 59,040.00 | |
| 104 | Captains (over 5 years) | 240.00 | 24,960.00 | |
| 74 | Captains (under 5 years) | | | |
| 1 | First lieutenant (over 20 years) | 800.00 | 800.00 | |
| 2 | First lieutenants (over 10 years) | 400.00 | 800.00 | |
| 13 | First lieutenants (over 5 years) | 200.00 | 2,600.00 | |
| 207 | First lieutenants (under 5 years) | | | |
| 313 | Second lieutenants (under 5 years) | | | |
| 25 | Marine gunners (over 12 years) | 875.00 | 21,875.00 | |
| 25 | Marine gunners (under 12 years) | 500.00 | 12,500.00 | |
| 25 | Quartermaster clerks (over 12 years) | 875.00 | 21,875.00 | |
| 25 | Quartermaster clerks (under 12 years) | 500.00 | 12,500.00 | |
| 26 | Paymaster's clerks (over 10 years) | 340.00 | 8,840.00 | |
| 1,331 | Total | | | $389,010.00 |
| | RESERVE. | | | |
| 1 | Major (over 10 years) | 480.00 | 480.00 | |
| 1 | Captain (over 5 years) | 240.00 | 240.00 | |
| 2 | Captains (under 5 years) | | | |
| 1 | Second lieutenant (over 5 years) | 170.00 | 170.00 | |
| 3 | Second lieutenants (under 5 years) | | | |
| 8 | Total | | | 890.00 |
| | MILITIA AND NATIONAL NAVAL VOLUNTEERS. | | | |
| 1 | First lieutenant (under 5 years) | | | |
| 1,340 | Total, active and reserve list | | | 389,900.00 |
| | TEN PER CENT ADDITIONAL FOR SEA AND FOREIGN SERVICE. | | | |
| 4 | Brigadier generals | 600.00 | 2,400.00 | |
| 11 | Colonels | 500.00 | 5,500.00 | |
| 14 | Lieutenant colonels | 450.00 | 6,300.00 | |
| 76 | Majors | 400.00 | 30,400.00 | |
| 207 | Captains | 336.00 | 69,552.00 | |
| 203 | First lieutenants | 220.00 | 44,660.00 | |
| 258 | Second lieutenants | 170.00 | 43,860.00 | |
| 26 | Marine gunners | 200.00 | 5,200.00 | |
| 20 | Quartermaster clerks | 200.00 | 4,000.00 | |
| 10 | Paymaster's clerks | 204.00 | 2,040.00 | |
| 829 | Total | | | 213,912.00 |
| | ADDITIONAL PAY FOR AVIATION DUTY. | | | |
| 50 | Of various ranks, as aviators | 1,200.00 | 60,000.00 | 60,000.00 |
| | MISCELLANEOUS ITEMS. | | | |
| 3 | Captains, aid-de-camp | 200.00 | 600.00 | |
| 18 | Lieutenants, aide-de-camp | 150.00 | 2,700.00 | |
| 25 | Officers below grade of major (mounted) | 150.00 | 3,750.00 | |
| 60 | Gratuities to widows and beneficiaries, deceased officers | 2,500.00 | 150,000.00 | |
| 115 | Reserve officers, retainer pay | 320.00 | 36,800.00 | |
| 221 | Total | | | 193,850.00 |

SUMMARY.

OFFICERS, ACTIVE AND RESERVE LIST.

| | |
|---|---|
| Pay, base | $3,117,775.00 |
| Pay, longevity | 389,900.00 |
| Pay, sea and foreign service | 213,912.00 |
| Pay, aviation duty | 60,000.00 |
| Miscellaneous items | 193,850.00 |
| Total | 3,975,437.00 |

*Pay, Marine Corps, 1919*—Continued.

PAY, OFFICERS, RETIRED LIST.

| Number. | Rank. | Rate. | Amount. |
|---|---|---|---|
| 2 | Major generals | $6,000.00 | $12,000.00 |
| 3 | Brigadier generals (Goodloe, died) | 4,500.00 | 13,500.00 |
| 6 | Colonels (Wood, died; Dawson, added) | 3,750.00 | 22,500.00 |
| 4 | Lieutenant colonels (Prince and Robinson, died; Hatch, added) | 3,375.00 | 13,500.00 |
| 10 | Majors (Bisset and Taylor, died; Parker and Rittenhouse, added) | 3,000.00 | 30,000.00 |
| 1 | Major | 2,700.00 | 2,700.00 |
| 3 | Captains (Evans and Brackett to active list; Meyer, Robins, Vulte, and Stokes, added) | 2,520.00 | 7,560.00 |
| 14 | .....do.. | 2,160.00 | 30,240.00 |
| 4 | .....do.. | 1,980.00 | 7,920.00 |
| 2 | First lieutenants (Theall to active list; Daniels and Gardner, added) | 2,100.00 | 4,200.00 |
| 6 | .....do | 1,800.00 | 10,800.00 |
| 5 | .....do | 1,650.00 | 8,250.00 |
| 1 | First lieutenant | 1,500.00 | 1,500.00 |
| 2 | Second lieutenants | 1,275.00 | 2,550.00 |
| 1 | Paymaster's clerk | 1,687.56 | 1,687.56 |
| 64 | Total | | 168,907.56 |
| | Increase to cover officers who may be retired and those retired who may be assigned to active duty | | 50,000.00 |
| | Grand total | | 218,907.56 |

PAY OF ENLISTED MEN—ACTIVE AND RESERVE LIST.

| Number. | Rank. | Rate. | Amount. | Total. |
|---|---|---|---|---|
| | BASE PAY. | | | |
| | REGULAR. | | | |
| 80 | Sergeants major | $540.00 | $43,200.00 | |
| 403 | Quartermaster sergeants | 540.00 | 217,620.00 | |
| 2 | Drum majors | 540.00 | 1,080.00 | |
| 453 | First sergeants | 540.00 | 244,620.00 | |
| 437 | Gunnery sergeants | 540.00 | 235,980.00 | |
| 2,029 | Sergeants | 360.00 | 730,440.00 | |
| 3,617 | Corporals | 252.00 | 911,484.00 | |
| 349 | Drummers | 180.00 | 62,820.00 | |
| 349 | Trumpeters | 180.00 | 62,820.00 | |
| 22,214 | Privates | 180.00 | 3,998,520.00 | |
| 1 | Leader of band | 2,400.00 | 2,400.00 | |
| 1 | Second leader | 1,800.00 | 1,800.00 | |
| 10 | Principal musicians | 1,500.00 | 15,000.00 | |
| 25 | First-class musicians | 1,200.00 | 30,000.00 | |
| 20 | Second-class musicians | 1,020.00 | 20,400.00 | |
| 10 | Third-class musicians | 840.00 | 8,400.00 | |
| 30,000 | Total | | | $6,586,584.00 |
| | RESERVE (ACTIVE DUTY). | | | |
| 5,000 | Reservists, at average pay of $280 per annum | 280.00 | 1,400,000.00 | |
| | Retainer pay for above | 45.00 | 225,000.00 | |
| 40 | Transferred reservists | 650.00 | 26,000.00 | |
| 850 | On active duty at average of $280 per annum | 280.00 | 238,000.00 | |
| 5,890 | Total | | | 1,889,000.00 |
| | Total, base pay | | | 8,475,584.00 |
| | CONTINUOUS SERVICE. | | | |
| | *Enlistment period in which serving.* | | | |
| 24,871 | First | | | |
| 301 | Second | 48.00 | 14,448.00 | |
| 2,075 | .....do | 36.00 | 74,700.00 | |
| 284 | Third | 96.00 | 27,264.00 | |
| 826 | .....do | 72.00 | 59,472.00 | |
| 205 | Fourth | 144.00 | 29,520.00 | |
| 161 | .....do | 108.00 | 17,388.00 | |
| 161 | .....do | 84.00 | 13,524.00 | |
| 205 | Fifth | 192.00 | 39,360.00 | |
| 204 | .....do | 144.00 | 29,376.00 | |
| 147 | .....do | 96.00 | 14,112.00 | |

*Pay, Marine Corps, 1919*—Continued.

PAY OF ENLISTED MEN—ACTIVE AND RESERVE LIST—Continued.

| Number. | Rank. | Rate. | Amount. | Total. |
|---|---|---|---|---|
| | CONTINUOUS SERVICE—Continued. | | | |
| | *Enlistment period in which serving*—Continued. | | | |
| 116 | Sixth | $240.00 | $27,840.00 | |
| 80 | do | 180.00 | 14,400.00 | |
| 110 | do | 108.00 | 11,880.00 | |
| 107 | Seventh | 288.00 | 30,816.00 | |
| 67 | do | 216.00 | 14,472.00 | |
| 11 | do | 120.00 | 1,320.00 | |
| 1 | Leader of band | 960.00 | 960.00 | |
| 1 | Second leader | 288.00 | 288.00 | |
| 67 | Additional, act Aug. 18, 1856 | 48.00 | 3,216.00 | |
| 30,000 | Total | | | $424,356.00 |
| | SEA AND FOREIGN-SERVICE PAY. | | | |
| 17,147 | At an average increase per annum of $50 each | 50.00 | 857,350.00 | 857,350.00 |
| | AVIATION DUTY. | | | |
| 500 | At an average increase per annum of $140 each | 140.00 | 70,000.00 | 70,000.00 |
| | PAY, GENERAL COURT-MARTIAL PRISONERS. | | | |
| 752 | Privates | 180.00 | 135,360.00 | 135,360.00 |
| | WAR PAY, ACT MAY 18, 1917. | | | |
| | REGULAR. | | | |
| 1,375 | Above grade of sergeant | 72.00 | 99,000.00 | |
| 2,029 | Sergeants | 96.00 | 194,784.00 | |
| 26,529 | Below grade of sergeant | 180.00 | 4,775,220.00 | |
| 66 | Members of band | 72.00 | 4,752.00 | |
| 29,999 | Total | | | 5,073,756. |
| | RESERVE. | | | |
| 5,000 | Reservists | | 845,626.00 | 845,626.00 |
| | MILITIA AND NATIONAL NAVAL VOLUNTEERS. | | | |
| 600 | Militia and National Naval Volunteers | | 101,475.00 | 101,475.00 |
| 35,599 | Total | | | 6,020,857.00 |
| | MISCELLANEOUS ITEMS. | | | |
| | FOR SPECIAL ASSIGNMENTS. | | | |
| 150 | Mess sergeants | 72.00 | 10,800.00 | |
| 176 | Cooks, first class | 120.00 | 21,120.00 | |
| 152 | Cooks, second class | 96.00 | 14,592.00 | |
| 143 | Cooks, third class | 84.00 | 12,012.00 | |
| 78 | Cooks, fourth class | 60.00 | 4,680.00 | |
| 1,540 | Messmen | 60.00 | 92,400.00 | |
| 111 | Signalmen, first class | 36.00 | 3,996.00 | |
| 96 | Signalmen, second class | 24.00 | 2,304.00 | |
| 81 | Signalmen, third class | 12.00 | 972.00 | |
| 250 | Gun captains | 60.00 | 15,000.00 | |
| 250 | Gun pointers, I. G. P., first class | 96.00 | 24,000.00 | |
| 150 | Gun pointers, I. G. P., second class | 48.00 | 7,200.00 | |
| 300 | Gun pointers, S. P. G., first class | 48.00 | 14,400.00 | |
| 200 | Gun pointers, S. G. P., second class | 24.00 | 4,800.00 | |
| 15 | Navy mail clerks | 300.00 | 4,500.00 | |
| 10 | Assistant Navy mail clerks | 180.00 | 1,800.00 | |
| 3,702 | Total | | | 234,576.00 |
| | FOR PROFICIENCY. | | | |
| 2,000 | Expert rifleman | 60.00 | 120,000.00 | |
| 3,000 | Sharpshooters | 36.00 | 108,000.00 | |
| 7,000 | Marksmen | 24.00 | 168,000.00 | |
| 12,000 | Total | | | 396,000.00 |
| | FOR GOOD CONDUCT. | | | |
| 5,000 | Good-conduct medals and bars | 9.96 | 49,800.00 | 49,800.00 |

## *Pay, Marine Corps, 1919*—Continued.

### PAY OF ENLISTED MEN—ACTIVE AND RESERVE LIST—Continued.

| Number. | Rank. | Rate. | Amount. | Total. |
|---|---|---|---|---|
| | MISCELLANEOUS ITEMS—Continued. | | | |
| | NONCOMMISSIONED OFFICERS ON RECRUITING DUTY. | | | |
| 354 | Sergeants | $180.00 | $63,720.00 | |
| 83 | Corporals | 72.00 | 5,976.00 | |
| 100 | Difference in continuous service pay | 40.00 | 4,000.00 | |
| 537 | Total | | | $73,696.00 |
| | GRATUITIES. | | | |
| 1,600 | To widows and dependent relatives | 200.00 | 320,000.00 | |
| 300 | Bounty for reenlisting | 100.00 | 30,000.00 | |
| | Prizes for excellence in gunnery practice | | 12,000.00 | |
| 1,900 | Total | | | 362,000.00 |
| | COMMUTATION OF QUARTERS, ENLISTED MEN. | | | |
| 200 | Enlisted men on duty without troops | 144.00 | 28,800.00 | 28,800.00 |
| | Total, miscellaneous items | | | 1,144,872.00 |
| | TRAVEL ALLOWANCE ON DISCHARGE. | | | |
| 3,500 | Travel allowance on discharge | 35.00 | 122,500.00 | 122,500.00 |
| | INTEREST ON DEPOSITS, ENLISTED MEN. | | | |
| | Interest on deposits, enlisted men | | 15,000.00 | 15,000.00 |
| | TRAVELING EXPENSES OF CLERKS. | | | |
| | Traveling expenses of clerks | | 1,000.00 | 1,000.00 |

### SUMMARY.

ENLISTED MEN, ACTIVE AND RESERVE LIST.

| | |
|---|---|
| Base pay | $8,475,584.00 |
| Pay, continuous service | 424,356.00 |
| Pay, increase for sea and foreign service | 857,350.00 |
| Pay, increase for aviation duty | 79,000.00 |
| Pay, general court-martial prisoners | 135,360.00 |
| Travel allowance on discharge | 122,500.00 |
| Travel expenses of clerks | 1,000.00 |
| War pay, act of May 18, 1917 | 6,020,857.00 |
| Interest on deposits | 15,000.00 |
| Miscellaneous items | 1,144,872.00 |
| Total | 17,266,879.00 |

### PAY, ENLISTED MEN, RETIRED LIST.

| Number. | Rank. | Rate. | Amount. | Total. |
|---|---|---|---|---|
| 9 | Sergeants major | $810.00 | $7,290.00 | |
| 34 | Quartermaster sergeants | 810.00 | 27,540.00 | |
| 1 | Drum major | 810.00 | 810.00 | |
| 38 | First sergeants | 810.00 | 30,780.00 | |
| 21 | Gunnery sergeants | 810.00 | 17,010.00 | |
| 59 | Sergeants | 621.00 | 36,639.00 | |
| 13 | Corporals | 540.00 | 7,020.00 | |
| 1 | Drummer | 414.00 | 414.00 | |
| 13 | Privates | 414.00 | 5,382.00 | |
| 1 | Principal musician | 1,364.00 | 1,364.00 | |
| 16 | First-class musicians | 1,139.00 | 18,224.00 | |
| 1 | Second-class musician | 1,004.00 | 1,004.00 | |
| | Increase to cover enlisted men who may be retired and those who are assigned to active duty during the war | | 15,000.00 | |
| 207 | Total | | | $168,477.00 |
| | FOR CLOTHING UNDRAWN. | | | |
| 4,460 | At an average of approximately | 28.78 | 128,358.80 | 128,358.80 |
| | Mileage | | | 150,000.00 |
| | Commutation of quarters | | | 200,000.00 |

*Pay, Marine Corps, 1919*—Continued.

PAY, CIVIL FORCE.

| Number. | Rank. | Rate. | Amount. | Total. |
|---|---|---|---|---|
| | OFFICE OF MAJOR GENERAL COMMANDANT. | | | |
| 1 | Special assistant to the Major General Commandant (submitted) | $2,750.00 | $2,750.00 | |
| 1 | Chief clerk (inclusive of $250 submitted) | 2,250.00 | 2,250.00 | |
| 1 | Clerk | 1,800.00 | 1,800.00 | |
| 1 | Messenger | 971.28 | 971.28 | |
| 4 | Total | | | $7,771.28 |
| | OFFICE OF ADJUTANT AND INSPECTOR. | | | |
| 1 | Chief clerk (inclusive of $250 submitted) | 2,250.00 | 2,250.00 | |
| 1 | Clerk | 1,800.00 | 1,800.00 | |
| 1 | Clerk (additional, submitted) | 1,600.00 | 1,600.00 | |
| 1 | Clerk | 1,500.00 | 1,500.00 | |
| 1 | do | 1,400.00 | 1,400.00 | |
| 1 | do | 1,200.00 | 1,200.00 | |
| 6 | Total | | | 9,750.00 |
| | OFFICE OF PAYMASTER. | | | |
| 1 | Chief clerk (increase of $250 submitted) | 2,250.00 | 2,250.00 | |
| 1 | Clerk (1 clerk at $1,200 omitted) | 1,500.00 | 1,500.00 | |
| 2 | Total | | | 3,750.00 |
| | QUARTERMASTER'S DEPARTMENT. | | | |
| | OFFICE OF THE QUARTERMASTER. | | | |
| 1 | Special assistant to the quartermaster (submitted) | 2,750.00 | 2,750.00 | |
| 1 | Chief clerk (increase of $250 submitted) | 2,250.00 | 2,250.00 | |
| 2 | Clerks (1 additional submitted) | 1,800.00 | 3,600.00 | |
| 1 | Clerk | 1,500.00 | 1,500.00 | |
| 2 | Clerks | 1,400.00 | 2,800.00 | |
| 2 | do | 1,200.00 | 2,400.00 | |
| 1 | Technical engineer (submitted) | 2,300.00 | 2,300.00 | |
| 1 | Draftsman | 2,000.00 | 2,000.00 | |
| 10 | Total | | | 19,600.00 |
| | OFFICE OF ASSISTANT QUARTERMASTER, SAN FRANCISCO, CAL. | | | |
| 1 | Chief clerk | 1,800.00 | 1,800.00 | 1,800.00 |
| | OFFICE OF ASSISTANT QUARTERMASTER, PHILADELPHIA, PA. | | | |
| 1 | Chief clerk | 1,800.00 | 1,800.00 | |
| 1 | Messenger | 840.00 | 840.00 | |
| 2 | Total | | | 2,640.00 |
| | Total, pay of civil force | | | 45,311.28 |

SUMMARY OF ALL ESTIMATES.

| | Appropriated, 1918. | Estimated. 1919. |
|---|---|---|
| Pay, officers, active and reserve list | $3,462,600.00 | $3,975,437.00 |
| Pay, officers, retired list | 198,307.50 | 218,907.56 |
| Pay, enlisted men, active and reserve list | 9,260,398.00 | 17,266,879.00 |
| Pay, enlisted men, retired list | 175,986.00 | 168,477.00 |
| Undrawn clothing | 150,000.00 | 128,358.80 |
| Mileage | 100,000.00 | 150,000.00 |
| Commutation of quarters | 150,000.00 | 200,000.00 |
| Pay, civil force | 34,511.28 | 45,311.28 |
| Total pay, Marine Corps | 13,531,802.78 | 22,153,370.64 |

| | |
|---|---|
| Total appropriated, 1918 | $13,531,802.78 |
| Approximate amount necessary to cover increase in pay authorized by the act of May 18, 1917, not included in amounts contained in acts of Mar. 4, 1917, and June 15, 1917 | 5,000,000.00 |
| Appropriation actually necessary for fiscal year 1918 | 18,531,802.78 |
| Total estimates, pay, Marine Corps, 1919 | 22,153,370.64 |
| Net increase of estimates for 1919, over requirements for 1918 | 3,621,567.86 |

*Pay, Marine Corps.*—Continued.

INCREASES OVER AMOUNTS APPROPRIATED FOR 1918, BY ITEMS.

| Items. | Expended, 1917. | Appropriated, 1918. | Estimated, 1919. | Increase. | Decrease. |
|---|---|---|---|---|---|
| PAY, OFFICERS, ACTIVE LIST. | | | | | |
| Base pay: | | | | | |
| Increased by additional officers authorized by the act of May 22, 1917 | $1,079,776.86 | $2,902,900.00 | $2,896,500.00 | | |
| Increased by additional officers (commissioned) | | | | | |
| Increased by additional warrant officers and pay clerks | | | | $214,875.00 | |
| Reserve officers, pay | 24,626.01 | | 193,375.00 | | |
| National Naval Volunteer officers, pay | 13,342.25 | | 27,900.00 | | |
| Longevity—Increased by length of service of commissioned officers | | 240,000.00 | 389,900.00 | 149,900.00 | |
| Sea and foreign-shore service—Increased by additional number on sea and foreign-shore service | 53,557.40 | 144,700.00 | 213,912.00 | 69,212.00 | |
| Aviation—Decreased by establishment of Naval Flying Corps | 9,831.62 | 75,000.00 | 60,000.00 | | $15,000.00 |
| Miscellaneous items—Aids, mounts, and gratuities to widows of officers. | 17,196.42 | 100,000.00 | 193,850.00 | 93,850.00 | |
| Total | 1,198,330.56 | 3,462,600.00 | 3,975,437.00 | 527,837.00 | 15,000.00 |
| Net increase | | | | 512,837.00 | |
| PAY, OFFICERS, RETIRED LIST. | | | | | |
| Base pay | 191,752.38 | 198,307.50 | 218,907.56 | | |
| Decreased by death of: | | | | | |
| Brig. Gen. Goodloe | | | | | 4,500.00 |
| Col. Wood | | | | | 3,750.00 |
| Lieut. Col. Prince | | | | | 3,375.00 |
| Lieut. Col. Robinson | | | | | 3,375.00 |
| Maj. Bissett | | | | | 3,000.00 |
| Maj. Taylor | | | | | 3,000.00 |
| Increased by transfer to retired list of: | | | | | |
| Col. Dawson | | | | 3,750.00 | |
| Lieut. Col. Hatch | | | | 3,375.00 | |
| Maj. Parker | | | | 3,000.00 | |
| Maj. Rittenhouse | | | | 3,000.00 | |
| Capt. Meyer | | | | 1,980.00 | |
| Capt. Robins | | | | 1,980.00 | |
| Capt. Vulte | | | | 1,980.00 | |
| Capt. Stokes | | | | 1,980.00 | |
| First Lieut. Gardner | | | | 1,650.00 | |
| First Lieut. Daniels | | | | 1,800.00 | |
| Increased by additional amount required for employment of retired officers on active duty | | | | 17,105.06 | |
| Total | 191,752.38 | 198,307.50 | 218,907.56 | 41,600.06 | 21,000.00 |
| Net increase | | | | 20,600.06 | |
| PAY, ENLISTED MEN, ACTIVE LIST. | | | | | |
| Base pay: | | | | | |
| Increased by additional men authorized by act of May 22, 1917 | 2,789,443.53 | 6,597,469.00 | 6,586,584.00 | 1,878,115.00 | |
| Reserve list | 20,794.76 | | 1,889,000.00 | | |
| National naval volunteers | 20,293.70 | | | | |
| Continuous-service pay | | 427,029.00 | 424,356.00 | | 2,673.00 |
| Sea and foreign shore service pay—Increased due to additional number on sea and foreign shore service | 257,042.55 | 750,000.00 | 857,350.00 | 107,350.00 | |
| Aviation | 3,745.29 | 20,000.00 | 70,000.00 | 50,000.00 | |
| Increase for act of May 18, 1917 (war pay) | 57,173.88 | | 6,020,857.00 | 6,020,857.00 | |
| Miscellaneous items: | | | | | |
| Mess sergeants, cooks and messmen, signalmen, gun captains, gun pointers, and Navy mail clerks | 64,134.48 | 277,400.00 | 234,576.00 | | 42,824.00 |
| Proficiency in marksmanship | 234,355.97 | 600,000.00 | 396,000.00 | | 204,000.00 |

*Pay, Marine Corps*—Continued.

INCREASE OVER AMOUNTS APPROPRIATED FOR 1918, BY ITEMS—Continued.

| Items. | Expended, 1917. | Appropriated, 1918. | Estimated, 1919. | Increase. | Decrease. |
|---|---|---|---|---|---|
| PAY ENLISTED MEN, ACTIVE LIST—continued. | | | | | |
| Noncommissioned officers on recruiting duty | | $80,000.00 | $73,696.00 | | $6,304.00 |
| Gratuities, bounties, and prizes | $20,445.75 | 100,000.00 | 362,000.00 | $262,000.00 | |
| Expenses of general court-martial prisoners, estimated | 43,200.00 | 100,000.00 | 135,360.00 | 35,360.00 | |
| Travel allowance on discharge | 77,403.36 | 200,000.00 | 122,500.00 | | 77,500.00 |
| Interest on deposits | 11,278.83 | 12,500.00 | 15,000.00 | 2,500.00 | |
| Traveling expenses of clerks | 317.98 | 1,000.00 | 1,000.00 | | |
| Good conduct medals | 32,061.57 | 40,000.00 | 49,800.00 | 9,800.00 | |
| Commutation of quarters | 11,040.00 | 55,000.00 | 28,800.00 | | 26,200.00 |
| Total | 3,642,731.65 | 9,260,398.00 | 17,266,879.00 | 8,365,982.00 | 359,501.00 |
| Net increase | | | | 8,006,481.00 | |
| Pay, enlisted men, retired list | 149,137.21 | 175,986.00 | 168,477.00 | | 7,509.00 |
| Undrawn clothing—Decreased on account of suspension of allowance | 106,751.95 | 150,000.00 | 128,358.80 | | 21,641.20 |
| Mileage—Increased due to additional officers | 49,361.69 | 100,000.00 | 150,000.00 | 50,000.00 | |
| Commutation of quarters—Increased due to additional officers | 64,678.94 | 150,000.00 | 200,000.00 | 50,000.00 | |
| PAY, CIVIL FORCE. | | | | | |
| Office of the Major General Commandant | 3,824.63 | 4,771.28 | 7,771.28 | | |
| Increased due to one special assistant, at $2,500, and one increase of $250, submitted | | | | 3,000.00 | |
| Office of the Adjutant and Inspector | 9,223.38 | 7,900.00 | 9,750.00 | | |
| Increase of one additional clerk, at $1,600, and one increase of $250, submitted | | | | 1,850.00 | |
| Quartermaster's Department | 16,861.00 | 16,940.00 | 24,040.00 | | |
| Increase of one special assistant submitted, one additional clerk submitted, one technical engineer submitted, and one increase of $250 submitted | | | | 7,100.00 | |
| Paymaster's Department | 4,608.33 | 4,700.00 | 3,750.00 | | |
| One additional increase of $250 submitted and one clerk, at $1,200, omitted | | | | 250.00 | 1,200.00 |
| Total | 34,517.44 | 34,311.28 | 45,311.28 | 12,200.00 | 1,200.00 |
| Net increase | | | | 11,000.00 | |
| RECAPITULATION. | | | | | |
| Pay, officers, active list | 1,198,330.56 | 3,462,600.00 | 3,975,437.00 | 527,837.00 | 15,000.00 |
| Pay, officers, retired list | 191,752.38 | 198,307.50 | 218,907.56 | 41,600.06 | 21,000.00 |
| Pay, enlisted men, active list | 3,642,731.65 | 9,260,398.00 | 17,266,879.00 | 8,365,982.00 | 359,501.00 |
| Pay, enlisted men, retired list | 149,137.21 | 175,986.00 | 168,477.00 | | 7,509.00 |
| Undrawn clothing | 106,751.95 | 150,000.00 | 128,358.80 | | 21,641.20 |
| Mileage | 49,361.69 | 100,000.00 | 150,000.00 | 50,000.00 | |
| Commutation of quarters | 64,678.94 | 150,000.00 | 200,000.00 | 50,000.00 | |
| Pay, civil force | 34,517.44 | 34,311.28 | 45,311.28 | 12,200.00 | 1,200.00 |
| Total | 5,437,261.82 | 13,531,602.78 | 22,153,370.64 | 9,047,619.06 | 425,751.20 |
| Net increase | | | | 8,621,767.86 | |

This indicates deficiency for 1918 of about $6,000,000.

Gen. RICHARDS. When the committee may be considering increases to the existing strength of the Marine Corps, the following tables will enable the amount necessary for the pay of any proposed increase to

be determined. This does not include subsistence, clothing, or other incidentals under the appropriation "Maintenance, Marine Corps."

HEADQUARTERS MARINE CORPS,
PAYMASTER'S DEPARTMENT,
*Washington, January 14, 1918.*

| | |
|---|---|
| 40 officers, 1,000 men: | |
| 40 commissioned officers | $132,375 |
| 1,000 enlisted men | 471,832 |
| Total additional cost | 604,207 |
| 200 officers, 5,000 men: | |
| 200 commissioned officers | 667,725 |
| 5,000 enlisted men | 2,358,572 |
| Total additional cost | 3,026,297 |
| 400 officers, 10,000 men: | |
| 400 commissioned officers | 1,329,725 |
| 10,000 enlisted men | 4,717,144 |
| Total additional cost | 6,046,869 |

*Estimates for additional officers and men.*

OFFICERS FOR 1,000 MEN, PAY ONLY.

40 COMMISSIONED OFFICERS FOR 1,000 MEN.

| Number. | Rank. | Rate. | Amount. |
|---|---|---|---|
| 1 | Colonel | $4,000 | $4,000 |
| 2 | Lieutenant colonels | 3,500 | 7,000 |
| 5 | Majors | 3,000 | 15,000 |
| 12 | Captains | 2,400 | 28,800 |
| 10 | First lieutenants | 2,000 | 20,000 |
| 10 | Second lieutenants | 1,700 | 17,000 |
| 1 | Pay clerk | 1,700 | 1,700 |
| 3 | Warrant officers | 1,125 | 3,375 |
| 44 | Total | | 96,875 |
| | Longevity increase due to promotions and appointments | | 15,000 |
| | 10 per cent additional sea and foreign service | | 7,500 |
| | Additional for aviation | | 2,000 |
| | Miscellaneous | | 1,000 |
| | Mileage | | 5,000 |
| | Commutation of quarters | | 5,000 |
| | Total, officers | | 132,375 |

FOR 1,000 ADDITIONAL MEN, PAY ONLY.

| | | | |
|---|---|---|---|
| 3 | Sergeants major | $540 | $1,620 |
| 13 | Quartermaster sergeants | 540 | 7,020 |
| 15 | First sergeants | 540 | 8,100 |
| 15 | Gunnery sergeants | 540 | 8,100 |
| 68 | Sergeants | 360 | 24,480 |
| 121 | Corporals | 252 | 30,492 |
| 12 | Drummers | 180 | 2,160 |
| 12 | Trumpeters | 180 | 2,160 |
| 741 | Privates | 180 | 133,380 |
| 1,000 | Total | | 217,512 |
| | WAR PAY. | | |
| 46 | Noncommissioned officers, 72 | 3,312 | 169,320 |
| 68 | Noncommissioned officers, 96 | 6,528 | |
| 886 | Privates, etc, 180 | 159,480 | |
| | Additional for sea and foreign shore service pay | | 25,000 |
| | Miscellaneous: Travel allowances, special assignments, etc | | 60,000 |
| | Total | | 471,832 |

*Estimates for additional officers and men*—Continued.

## OFFICERS FOR 5,000 MEN, PAY ONLY.

### 200 Commissioned Officers for 5,000 Men.

| Number. | Rank. | Rate. | Amount. |
|---|---|---|---|
| 2 | Brigadier generals | $6,000 | $12,000 |
| 7 | Colonels | 4,000 | 28,000 |
| 8 | Lieutenant colonels | 3,500 | 28,000 |
| 23 | Majors | 3,000 | 69,000 |
| 60 | Captains | 2,400 | 144,000 |
| 50 | First lieutenants | 2,000 | 100,000 |
| 50 | Second lieutenants | 1,700 | 85,000 |
| 3 | Pay clerks | 1,700 | 5,100 |
| 17 | Warrant officers | 1,125 | 19,125 |
| 220 | Total | | 490,225 |
| | Longevity increase due to promotions and appointments | | 75,000 |
| | 10 per cent additional for sea and foreign service | | 37,500 |
| | Additional for aviation | | 10,000 |
| | Miscellaneous | | 5,000 |
| | Mileage | | 25,000 |
| | Commutation of quarters | | 25,000 |
| | Total officers | | 667,725 |

## FOR 5,000 ADDITIONAL MEN, PAY ONLY.

| | | | |
|---|---|---|---|
| 14 | Sergeants major | $540 | $7,560 |
| 67 | Quartermaster sergeants | 540 | 36,180 |
| 75 | First sergeants | 540 | 40,500 |
| 73 | Gunnery sergeants | 540 | 39,420 |
| 338 | Sergeants | 360 | 121,680 |
| 602 | Corporals | 252 | 151,956 |
| 38 | Drummers | 180 | 10,440 |
| 58 | Trumpeters | 180 | 10,440 |
| 3,714 | Privates | 180 | 668,520 |
| 5,000 | Total | | 1,086,696 |
| | **WAR PAY.** | | |
| 229 | Noncommissioned officers, 72 | 16,488 | 864,876 |
| 338 | Noncommissioned officers, 96 | 32,448 | |
| 4,433 | Privates, etc., 180 | 797,940 | |
| | Additional for sea and foreign shore service pay | | 125,000 |
| | Miscellaneous: Travel allowances, special assignments, etc | | 300,000 |
| | Total | | 2,358,572 |

## OFFICERS FOR 10,000 MEN, PAY ONLY.

### 400 Commissioned Officers, for 10,000 Men.

| | | | |
|---|---|---|---|
| 3 | Brigadier generals | $6,000 | $18,000 |
| 13 | Colonels | 4,000 | 52,000 |
| 16 | Lieutenant colonels | 3,500 | 56,000 |
| 46 | Majors | 3,000 | 138,000 |
| 120 | Captains | 2,400 | 288,000 |
| 101 | First lieutenants | 2,000 | 202,000 |
| 101 | Second lieutenants | 1,700 | 171,700 |
| 7 | Pay clerks | 1,700 | 11,900 |
| 33 | Warrant officers | 1,125 | 37,125 |
| 440 | Total | | 974,725 |
| | Longevity increase due to promotions and appointments | | 150,000 |
| | 10 per cent additional for sea and foreign service | | 75,000 |
| | Additional for aviation duty | | 20,000 |
| | Miscellaneous | | 10,000 |
| | Mileage | | 50,000 |
| | Commutation of quarters | | 50,000 |
| | Total, officers | | 1,329,725 |

*Estimates for additional officers and men*—Continued.

FOR 10,000 ADDITIONAL MEN, PAY ONLY.

| Number. | Rank. | Rate. | Amount. |
|---|---|---|---|
| 27 | Sergeants major | $540 | $14,580 |
| 134 | Quartermaster sergeants | 540 | 72,360 |
| 151 | First sergeants | 540 | 81,540 |
| 146 | Gunnery sergeants | 540 | 78,840 |
| 676 | Sergeants | 360 | 243,360 |
| 1,206 | Corporals | 252 | 303,912 |
| 116 | Drummers | 180 | 20,880 |
| 116 | Trumpeters | 180 | 20,880 |
| 7,428 | Privates | 180 | 1,337,040 |
| 10,000 | Total | | 2,173,392 |
| | WAR PAY. | | |
| 458 | Sergeants major, quartermaster sergeants, first sergeants, and gunnery sergeants, 72 | 32,976 | 1,693,752 |
| 676 | Sergeants, 96 | 64,896 | |
| 8,866 | Corporals, privates, etc., 180 | 1,595,880 | |
| 10,000 | | | |
| | Additional for sea and foreign shore service pay | | 250,000 |
| | Miscellaneous: Travel allowances, special assignments, etc | | 600,000 |
| | Total | | 4,717,144 |

The CHAIRMAN. The next item is "Provisions, Marine Corps." I see, instead of segregating them, you just put them all under enlisted men?

Mr. BUTLER. Gen. McCawley, "Special assistant to the quartermaster." Is he a civilian?

Gen. McCAWLEY. Yes, sir.

Mr. BUTLER. And you can not put a uniform on that man?

Gen. McCAWLEY. He is not going to wear a uniform.

Mr. BUTLER. That will please me very greatly.

Gen. McCAWLEY. This man performs strictly clerical work. He performs no military work at all.

Gen. BARNETT. Three-quarters of our clerks are enlisted men. They are enrolled in the reserve. In my hearing here I have all of that.

The CHAIRMAN. The next item is "Provisions, Marine Corps," on page 108.

Gen. McCAWLEY. The amount estimated there is $1,423,329 in excess of the sum appropriated for the current year. The increase is asked for due to the fact that these reservists and militia in the corps are in excess of the 30,000 authorized by law.

The CHAIRMAN. Just a methematical calculation for the enlisted personnel?

Gen. McCAWLEY. That is all, sir, entirely.

The accompanying data will show how it is proposed to expend the funds asked for together with the prices of the ration at the posts of the corps, and the average prices of components for the past two and one-half years:

*Provisions.*

| Employees. | Rate. | Estimated, 1919 (35,000 men).[1] | Expended, 1917 (14,981 men).[2] |
|---|---|---|---|
| Wages, miscellaneous and temporary, per month | $20-$30 | $6,000.00 | $1,260.00 |
| OTHER OBJECTS OF EXPENDITURE. | | | |
| Ice | | 80,000.00 | 37,400.14 |
| Board and lodging | | 100,000.00 | 64,498.30 |
| Freight | | 20,000.00 | 9,358.61 |
| Commutation of rations | | 398,125.00 | 298,793.16 |
| Subsistence in hospitals | | 150,000.00 | 53,747.50 |
| Subsistence while traveling | | 50,000.00 | 33,813.46 |
| Maintenance of ice plants | | 50,000.00 | 6,497.24 |
| Rations in kind | | 5,690,875.00 | 925,696.88 |
| Total | | 6,545,000.00 | 1,431,065.29 |

[1] Includes 5,000 Marine Corps Reservists and Militia.
[2] Increased to 17,400 men by Executive order, Mar. 26, 1917; increased to 30,000 men by act dated May 22, 1917.

NOTE.—This applies to all statements of this character following each subhead in these estimates.

*Statement of cost of rations at the several posts of the Marine Corps in the United States for the past 14 years.*

Average cost per ration, fiscal year—

| | |
|---|---|
| 1904 | $0.2326 |
| 1905 | .2346 |
| 1906 | .2282 |
| 1907 | .2165 |
| 1908 | .2436 |
| 1909 | .2800 |
| 1910 | .2699 |
| 1911 | .2884 |
| 1912 | .2501 |
| 1913 | .2678 |
| 1914 | .2698 |
| 1915 | .2607 |
| 1916 | .2753 |
| 1917 | .3217 |
| 1918 (first 6 months) | .4442 |

*Statement showing the average contract price of the ration at the posts named for the fiscal year 1917, and for the first 6 months fiscal year 1918.*

| Post. | Fiscal year 1917. | First 6 months 1918. |
|---|---|---|
| Barracks, Annapolis, Md | $0.3178 | ..... |
| Naval prison, Portsmouth, N. H | .3209 | $0.4463 |
| Barracks, Portsmouth, N. H | .3220 | .4549 |
| Barracks, Boston, Mass | .3104 | .4407 |
| Naval ammunition depot, Hingham, Mass | .3349 | .4638 |
| Barracks, New York, N. Y | .3167 | .4407 |
| Naval ammunition depot, Iona Island, N. Y | .3570 | .4932 |
| Naval ammunition depot, Lake Denmark, N. J | .3327 | .4553 |
| Barracks, Philadelphia, Pa | .3176 | .4326 |
| Barracks, Washington, D. C | .3078 | .4367 |
| Navy yard, Washington, D. C | .3082 | .4365 |
| Naval proving ground, Indianhead, Md | .3090 | .4386 |
| Rifle range, Winthrop, Md | .3134 | .4407 |
| Barracks, Quantico, Va | ..... | [1] .4418 |
| Barracks, Norfolk, Va | .3030 | .4468 |
| Paris Island, S. C | .3269 | .4436 |
| Barracks, Charleston, S. C | .3303 | .4557 |
| Barracks, Key West, Fla | .3675 | .4862 |
| Barracks, Pensacola, Fla | .3295 | .4552 |
| Barracks, New Orleans, La | .3283 | .4585 |
| Barracks, San Diego, Cal | .2875 | [2] .3884 |
| Barracks, Mare Island, Cal | .2972 | [2] .3812 |
| Barracks, Puget Sound, Wash | .3126 | [2] .4185 |
| Barracks, Pearl Harbor, T. H | .3399 | .4816 |
| Rifle range, Wakefield, Mass | .3159 | ..... |

[1] Cost of ration changes each month. [2] Cost of ration changes every 2 months.

| | |
|---|---|
| Average cost of a ration first 6 months 1917 | $0.2948 |
| Average cost of a ration second 6 months 1917 | .3487 |
| Average cost of a ration first 6 months 1918 | .4442 |

*Statement showing contract price of ration for the first and second 6 months fiscal year 1917, and for the east coast and Pearl Harbor first 6 months fiscal year 1918, west coast first 4 months fiscal year 1918.*

| Post. | First 6 months 1917. | Second 6 months 1917. | July and August, 1917. | Sept. 1 to Dec. 31, 1917. |
|---|---|---|---|---|
| Barracks, Annapolis, Md | $0.2833 | $0.3524 | | |
| Naval prison, Portsmouth, N. H | .2942 | .3477 | $0.4701 | $0.4226 |
| Barracks, Portsmouth, N. H | .2960 | .3481 | .4782 | .4317 |
| Barracks, Boston, Mass | .2857 | .3351 | .4655 | .4159 |
| Hingham, Mass | .3142 | .3556 | .4854 | .4423 |
| Barracks, New York, N. Y | .2933 | .3402 | .4600 | .4215 |
| Iona Island, N. Y | .3333 | .3808 | .5130 | .4735 |
| Dover, N. J | .2988 | .3667 | .4739 | .4367 |
| Barracks, Philadelphia, Pa | .2939 | .3413 | .4536 | .4116 |
| Barracks, Washington, D. C | .2822 | .3335 | .4613 | .4121 |
| Navy yard, Washington, D. C | .2821 | .3344 | .4610 | .4120 |
| Indianhead, Md | .2825 | .3356 | .4680 | .4092 |
| Winthrop, Md., rifle range | .2838 | .3430 | .4680 | .4135 |
| Quantico, Va | | | .4615 | [1] .4221 |
| Norfolk, Va | .2759 | .3302 | .4427 | .4109 |
| Paris Land, S. C | .2900 | .3638 | .4728 | .4144 |
| Charleston, S. C | .3018 | .3589 | .4796 | .4319 |
| Key West, Fla | .3560 | .3791 | .5174 | .4551 |
| Pensacola, Fla | .3018 | .3573 | .4706 | .4398 |
| New Orleans, La | .3064 | .3502 | .4866 | .4305 |
| San Diego, Cal | .2604 | .3147 | .3952 | [1] .3817 |
| Mare Island, Cal | .2660 | .3284 | .3943 | [1] .3681 |
| Puget Sound, Wash | .2710 | .3542 | .4371 | [1] .3999 |
| Pearl Harbor, T. H | .3108 | .3691 | .4816 | .4816 |
| Wakefield (Mass.), rifle range | .3159 | | | |

[1] For September and October only.

| | |
|---|---|
| Average cost of a ration first 6 months 1916 | $0.2796 |
| Average cost of a ration second 6 months 1916 | .2711 |
| Average cost of a ration first 6 months 1917 | .2948 |
| Average cost of a ration second 6 months 1917 | .3487 |
| Average cost of a ration July and August, 1917 | .4651 |
| Average cost of a ration Sept. 1 to Dec. 31, 1917 | .4234 |

*Average prices of component parts of ration, fiscal years 1916 and 1917, and first six months fiscal year 1918.*

| Article. | Unit. | Fiscal year 1916. | Fiscal year 1917. | First six months 1918. |
|---|---|---|---|---|
| Beef, fresh | Pound | $0.1246 | $0.13106 | $0.1671 |
| Mutton, fresh | do | .1282 | .15365 | .2179 |
| Bacon | do | .17841 | .19551 | .3444 |
| Fish, canned | do | .14083 | .15620 | .2211 |
| Flour, barrels | do | .035859 | .044201 | .072 |
| Corn meal, white | do | .023215 | .028455 | .05144 |
| Corn meal, yellow | do | .0227 | .02759 | .05082 |
| Baking powder | do | .24585 | .13363 | .15867 |
| Beans | do | .06011 | .09034 | .1556 |
| Rice | do | .05217 | .05027 | .07676 |
| Potatoes | do | .01793 | .02863 | .0384 |
| Onions | do | .026065 | .0389 | .0351 |
| Tomatoes, No. 3 | do | .043282 | .05437 | .08512 |
| Tomatoes, No. 10 | do | .0402 | .05113 | .07987 |
| Prunes | do | .09364 | .09703 | .12746 |
| Apples, evaporated | do | .08775 | .07832 | .12866 |
| Peaches, evaporated | do | .0573 | .0763 | .1179 |
| Jam | do | .1274 | .14928 | .19411 |
| Coffee | do | .14946 | .15172 | .1485 |
| Tea, Congou | do | .22378 | .2169 | .27226 |
| Sugar, barrels | do | .06189 | .07701 | .08617 |
| Milk | do | .07179 | .08731 | .1204 |
| Vinegar, barrels | Gallon | .15729 | .16836 | .16601 |
| Pickles | do | .34807 | .39062 | .4911 |
| Salt | Pound | .00936 | .00888 | .0116 |
| Pepper | do | .2406 | .29549 | .41528 |
| Cinnamon | do | .24807 | .26676 | .35001 |
| Cloves | do | .3162 | .34266 | .50804 |
| Ginger | do | .20087 | .24021 | .8435 |

*Average prices of component parts of ration, fiscal years 1916 and 1917, and first six months fiscal year 1918*—Continued.

| Article. | Unit. | Fiscal year 1916. | Fiscal year 1917. | First six months 1918. |
|---|---|---|---|---|
| Nutmeg | Pound | $0.20926 | $0.3369 | $0.3048 |
| Lard, tubs | do | .13999 | .15611 | .23181 |
| Lard, substitute | do | .089286 | .13737 | .17747 |
| Butter, tubs | do | .29691 | .35138 | .43222 |
| Butter, cakes | do | .30952 | .36042 | .4419 |
| Oleomargarine | do | .13416 | .14635 | .19531 |
| Sirup, half barrels | Gallon | .3393 | .45968 | .61872 |
| Bread | Pound | .04369 | .0475 | .07865 |
| Lemon extract, 4-ounce bottles | Bottle | .17505 | .17614 | .20291 |
| Vanilla extract, 4-ounce bottles | do | .19095 | .17791 | .20275 |

The CHAIRMAN. Clothing, Marine Corps, is the next item.

Gen. McCAWLEY. There are a few changes in phraseology there that I am recommending. You will notice we strike out "Noncommissioned officers, musicians, and privates" and insert "Enlisted men." It is just a simplification.

Gen. BARNETT. They are all enlisted.

Gen. McCAWLEY. There is another one on page 109. I am striking out "Transportation of provisions and the employment of necessary labor connected therewith," because that authorization comes in under another subheading, and it is not necessary to repeat it. Later on there is a small provision striken out because it should be transferred to the general law.

The CHAIRMAN. The next item is clothing, Marine Corps. You have the same generalization there?

Gen. McCAWLEY. Yes, "For enlisted men." Just to simplify, I am also striking out a provision that is found in the general law.

The CHAIRMAN. This law?

Gen. McCAWLEY. No, the Revised Statutes.

The CHAIRMAN. That increase that you have there——

Gen. McCAWLEY. That increase is based on figures submitted by the depot of supplies in Philadelphia, and it is what we believe to be necessary in the way of clothing supplies, including the reserve and Marine Corps Militia for the ensuing year.

Gen. BARNETT. Before it leaves my mind, in this connection I would like to have one thing entered here. When the war came we fortunately had clothing equipment for about 8,500 men that we did not have, and very fortunately, because the recruits came so fast that if we had not had it we would have been up against it hard. Therefore, I hope this committee will give very serious consideration as to whether or not in their opinion we now have sufficient money, regardless of the necessary appropriations of clothing and equipment for the absolute number of men in the corps, to again go ahead and accumulate a reserve of clothing and equipment. In my opinion it is an absolute necessity. We never know what is going to happen. From force of circumstances we might have to have an additional meeting of this committee on account of some big battle over there, and I therefore recommend, gentlemen, that we be allowed to accumulate a supply of clothing and equipment.

The CHAIRMAN. Does this make any provision for that?

Gen. BARNETT. This makes no provision for any reserve of clothing or equipment. It is absolutely the necessities of the corps. I would say definitely in my opinion there is not a dollar that can be cut from that thing that Gen. McCawley has read, because it is an absolute necessity for the number of men in the corps. In my opinion, whatever the strength of the Marine Corps be, whether it is 30,000 or 40,000, we to be prudent must have a reserve allowance of this equipment.

Mr. HICKS. I would suggest that Gen. McCawley give us a statement as to that.

The CHAIRMAN. I was going to ask that he do that.

Gen. MCCAWLEY. I had it in my notes to bring that subject to the attention of the committee and was going to recommend just exactly what Gen. Barnett has suggested, in language something like this: "Toward the procurement of a reserve stock of clothing, arms, and equipment and other necessary military supplies, to be immediately available and to remain available until expended, $16,677,200," and I would suggest that with a corps of about 35,000 men that we have now, we at least ought to begin the accumulation in reserve for 20,000 men, and the figures for that 20,000 men I have estimated will be $16,677,200. That includes clothing, arms, and accouterments and all sorts of military supplies, tentage, and everything of that kind, and I regard it as one of the gravest things to be considered now, because our supplies under this bill are only for necessities for this year.

The CHAIRMAN. Just at that point. Assuming the importance of having it, could you expend all of the $16,000,000 during this year?

Gen. BARNETT. I feel, sir, that we could.

Gen. MCCAWLEY. We could go a long way toward it. At any rate we could enter into the contracts and at the present state of the mercantile world and the drain on it due to the necessities of the Army and Navy, it is going to be more and more difficult for the Marine Corps, with its small needs, to obtain its supply unless we start immediately. The Army has placed such enormous orders for materials of all kinds connected with the equipment of an army, in many instances taking the whole output of certain materials, it is highly important that the Marine Corps take immediate steps to enter into contracts for additional quantities of necessary material before it becomes impossible to place such orders. As you are aware, the estimates for the coming fiscal year were made on the basis of 35,000 men, but this leaves no reserve stock whatever, and it is believed to be not only in the interest of economy, but prudent as well to provide additional stores to be held as a reserve for at least 20,000 more men. On January 2 I presented this matter for the consideration of the Navy Department. Should an increase in the strength of the corps be authorized, the supplies contemplated would become immediately necessary, and in any event, all of the supplies purchased will be those used daily in the corps and in their procurement, therefore, there will be no loss whatever to the Government, but it will enable us to keep that much ahead of immediate needs and consumption. A disastrous fire in any of our storehouses would cripple us greatly.

The prices of textile materials are advancing at a very rapid rate, and there is no relief in sight and purchases made at this time will

result in a very material saving over those which would be made at a later date. Illustrating the extent of recent Army purchases, the following may be cited: 11,000,000 blankets; 15,000,000 yards 16-ounce melton for uniforms; 11,000,000 yards duck for leggings. I can not too strongly impress upon you the importance of this measure in view of information I have obtained from the National Council of Defense as to the manner in which the Army is absorbing the manufacturing output of this country. It will be too late to wait for the passage of an urgent deficiency bill.

The CHAIRMAN. I just wanted to know what you hoped to do during the fiscal year.

Gen. McCAWLEY. I think we could obtain nearly all of them during the next fiscal year; but I would like to begin immediately, and for that reason I am suggesting that this appropriation be made immediately available.

Gen. BARNETT. That is my opinion, regardless of any increase to be made, because I am sure that every member of this committee and everybody connected with the Government—that is, the Navy part of it—is particularly glad that we happened to have a reserve of 8,500 men, because you fortunately have heard no question about the marines not being clothed or fed.

Mr. BUTLER. I would like to go a step further and say everybody in the United States is particularly glad there is a Marine Corps.

Gen. BARNETT. We do not want anything to happen in the Marine Corps hereafter to necessitate a change of our record.

Mr. BRITTEN. This appropriation of $16,000,000, if appropriated in the bill, will put the existing Marine Corps, and only the existing Marine Corps, on a war basis?

Gen. BARNETT. That is it. I consider that any business man, the manager of that business, would be totally inadequate if he did not contemplate the future possible needs of his establishment, and that is all I am recommending now.

Mr. BRITTEN. Supposing that an increase in the enlisted strength of the Navy were adopted for this year, it will carry here an increase in the Marine Corps——

Gen. BARNETT (interposing). It does not provide for it.

Mr. BRITTEN. If an increase is provided for, an increase will have to be made proportionately.

Gen. BARNETT. It will be a separate item entirely. I think that the 20,000 that Gen. McCawley has mentioned, considering that we have 36,000 men now, is only a reasonable prudence for the number of men we have now. We can go far toward completing this within the year.

Mr. BUTLER. You had this reserve store on hand when you began enlisting last year?

Gen. McCAWLEY. We had been accumulating it from year to year by saving. Then last February, before war was declared, we began accumulating, by purchase, additional reserve stock. I spent every cent I had in hand at that time that we could spare, between then and the 1st of July, to buy additional supplies, because we anticipated war would come.

Mr. BUTLER. This was all standard material?

Gen. McCAWLEY. Yes, sir; this material I am contemplating purchasing now would be just as good five or ten years from now as it

is to-day. It is all standard equipment, and we would use it and replace it as required with new material.

Mr. BUTLER. We doubled the size of the Marine Corps last year.

Gen. McCAWLEY. Practically trebled it because the corps had not been recruited to its new strength.

Mr. BUTLER. What would you have done if you had not had this material on hand?

Gen. BARNETT. We would have been in the same condition that you have heard of others being in.

Mr. OLIVER. How many people are in your Quartermaster Corps?

Gen. McCAWLEY. We had 17 officers before, and we have, with the temporary increase in the corps now, less than 60, or 58 to be exact.

Gen. BARNETT. That is arranged by law. It is on the percentage system.

Gen. McCAWLEY. And our regular Quartermaster Department, under the regular strength of the Marine Corps, is about 33 officers—not nearly enough.

Mr. BUTLER. These officers are all in the regular service?

Gen. McCAWLEY. Yes; but some only temporarily.

Mr. BUTLER. I understand, taken into the Quartermaster Department?

Gen. McCAWLEY. Yes, sir; some for the period of the war.

Mr. CONNELLY. At this time would it be proper to ask Gen. McCawley, who has charge of the purchasing, his opinion on this purchasing bureau that is proposed for the military.

The CHAIRMAN. I think we had better wait until we get through with the hearing and then we can take up these legislative matters.

Gen. McCAWLEY. We have already had, Mr. Chairman, a deficiency appropriation of $2,650,000 in clothing, and estimates are now before Congress for $2,750,000 more. The increased corps, higher cost of materials, viz, about 50 per cent, abolishment of the clothing allowance and greater use of clothing supplies, have all contributed to this. I append required data in connection with this appropriation:

SUBHEAD "CLOTHING."

| Employees. | Rate. | Estimated, 1919 (35,000 men). | Expended, 1917 (14,961 men). |
|---|---|---|---|
| **Salaries:** | | *Number.* | *Number.* |
| Chief cutter and superintendent of manufacturing, ....per annum.. | $2,400.00 | 1 | 1 |
| First assistant chief cutter....do.... | 1,600.00 | 1 | 1 |
| Chief engineer....do.... | 2,400.00 | 1 | 1 |
| Clothing accountant....do.... | 1,300.00 | 1 | 1 |
| Record accountant....do.... | 1,100.00 | 1 | 1 |
| Inspector....do.... | 1,100.00 | 1 | 1 |
| Chief textile inspector....do.... | 1,800.00 | 1 | 1 |
| Typewriter....do.... | 1,000.00 | 1 | 1 |
| Forewoman....do.... | 1,000.00 | 1 | 1 |
| Do....do.... | 880.00 | 1 | 1 |
| Do....do.... | 840.00 | 1 | 1 |
| Inspectress....do.... | $600.00- 700.00 | 1 | 1 |
| **Wages:** | | | |
| Apprentice tailors....per diem.. | 1.36- 1.84 | ..... | 2 |
| Telephone operators....do.... | 2.56 | 1 | 1 |
| Shoe inspectors....do.... | 5.04 | 6 | 14 |
| Rubber inspectors....do.... | 6.56 | 1 | 1 |
| Textile inspector....do.... | 6.56 | 1 | 1 |
| Forewomen....do.... | 2.96 | 5 | 2 |
| Checkers....do.... | 2.24- 2.72 | 9 | 5 |
| Cutters....do.... | 2.96- 4.00 | 21 | 15 |
| Engine tenders....do.... | 2.88- 4.00 | 2 | 2 |

SUBHEAD "CLOTHING"—Continued.

| Employees. | Rate. | Estimated, 1919 (35,000 men). | Expended, 1917 (14,981 men). |
|---|---|---|---|
| Wages—Continued. | | *Number.* | *Number.* |
| Electricians ..... per diem | $2.96– $4.32 | 2 | ..... |
| Embroideresses ..... do | 1.52– 2.56 | 3 | 3 |
| Firemen ..... do | 2.08– 2.72 | 1 | 1 |
| Fitters ..... do | 3.52– 5.04 | 4 | 2 |
| General helpers ..... do | 1.36– 2.48 | 61 | 34 |
| Janitors ..... do | 2.24 | 1 | 1 |
| Laborers ..... do | 2.24 | 1 | 1 |
| Machinists ..... do | 2.72– 4.32 | 3 | 2 |
| Packers ..... do | 2.16– 2.56 | 4 | 3 |
| Tailors ..... do | 2.00– 3.52 | 47 | 34 |
| Seamstresses ..... do | 1.36– 2.48 | 443 | 278 |
| Spongers ..... do | 3.04 | 1 | 1 |
| Wages | | $504,336.00 | $191,509.56 |
| Salaries | | 16,020.00 | 13,065.63 |
| Other objects of expenditures: | | | |
| Clothing manufactured under contract | | 150,000.00 | 37,460.00 |
| Clothing materials, including made-up articles | | 13,318,353.00 | 1,857,612.07 |
| Machinery and equipment | | 128,891.00 | 12,712.52 |
| Total | | 14,117,600.00 | 2,112,359.68 |

*List of clothing supplies required by the Marine Corps for the fiscal year 1919.*

SUBHEAD "CLOTHING."

| Articles. | Quantity. | Value. |
|---|---|---|
| Blankets, woolen | 150,000 | $900,000.00 |
| Boots, rubber ..... pairs | 20,000 | 45,000.00 |
| Buttons: | | |
| Bachelor | 10,000 | 37.50 |
| Bronze, for caps | 100,000 | 1,805.50 |
| Caps: | | |
| Dress | 60,000 | 93,600.00 |
| Winter, field | 150,000 | 220,000.00 |
| Coats, rubber | 20,000 | 68,200.00 |
| Drawers, woolen | 250,000 | 312,500.00 |
| Figures, hat | 200,000 | 6,600.00 |
| Gloves: | | |
| Cotton ..... pairs | 120,000 | 24,000.00 |
| Woolen ..... do | 250,000 | 137,500.00 |
| Hats: | | |
| Field | 200,000 | 310,000.00 |
| Rubber | 20,000 | 9,800.00 |
| Mittens, buckskin ..... pairs | 10,000 | 25,000.00 |
| Ornaments: | | |
| Bronze | 200,000 | 18,000.00 |
| Gilt | 75,000 | 6,750.00 |
| Ponchos | 50,000 | 204,500.00 |
| Shirts, under: | | |
| Cotton | 500,000 | 170,000.00 |
| Woolen | 250,000 | 312,500.00 |
| Shoes: | | |
| Arctic ..... pairs | 25,000 | 67,000.00 |
| Black ..... do | 200,000 | 900,000.00 |
| Field ..... do | 150,000 | 697,500.00 |
| Russet ..... do | 400,000 | 1,868,000.00 |
| Gymnasium ..... do | 80,000 | 220,000.00 |
| Socks: | | |
| Cotton ..... do | 600,000 | 60,000.00 |
| Woolen ..... do | 750,000 | 142,500.00 |
| Suspenders | 25,000 | 7,500.00 |
| Buckles: | | |
| B. B., ¾-inch ..... gross | 4,000 | 18,520.00 |
| Friction, 1¾-inch | 75,000 | 6,000.00 |
| Trousers, brass ..... gross | 3,000 | 5,400.00 |
| Trousers, nickel ..... do | 1,000 | 2,000.00 |
| And loops, for dungarees | 100,000 | 100.00 |
| Buckram ..... yards | 500 | 125.00 |
| Buttons, brass: | | |
| Fly ..... gross | 24,000 | 5,720.00 |
| Suspender ..... do | 24,000 | 8,400.00 |
| Buttons, bronze: | | |
| 20-ligne ..... do | 16,000 | 15,360.00 |
| 24-ligne ..... do | 20,000 | 32,800.00 |
| 45-ligne ..... do | 10,000 | 24,300.00 |

*List of clothing supplies required by the Marine Corps for the fiscal year 1919*—Continued.

SUBHEAD "CLOTHING"—Continued.

| Articles. | Quantity. | Value. |
|---|---|---|
| Buttons, gilt: | | |
| 25-ligne ..... gross | 5,000 | $8,750.00 |
| 35-ligne ..... do | 6,000 | 15,600.00 |
| Buttons, shirt, O. D ..... do | 25,000 | 9,500.00 |
| Buttons, white, bone, 22-ligne ..... do | 50,000 | 19,500.00 |
| Buttons and rivets: | | |
| Large, 27-ligne ..... do | 15,000 | 8,100.00 |
| Small, 22-ligne ..... do | 10,000 | 5,200.00 |
| Canvas, stiff ..... yards | 20,000 | 5,000.00 |
| Clasps, brass, trousers ..... gross | 6,000 | 5,400.00 |
| Cloth, Italian: | | |
| Black ..... yards | 30,000 | 6,300.00 |
| Winter, field ..... do | 250,000 | 52,500.00 |
| Cloth, scarlet ..... do | 5,000 | 18,800.00 |
| Cord, lacing, for leggings ..... do | 750,000 | 7,500.00 |
| Cotton, basting ..... 200-yard spools | 40,000 | 1,200.00 |
| Cotton, sewing: | | |
| No. 30, black ..... 500-yard spools | 5,000 | 500.00 |
| No. 40, black ..... do | 3,000 | 300.00 |
| No. 16, white ..... 6,000-yard tubes | 1,000 | 1,250.00 |
| No. 20, white ..... 9,600-yard tubes | 3,000 | 6,360.00 |
| No. 30, black ..... 12,000-yard tubes | 2,000 | 4,220.00 |
| No. 30, W. F ..... do | 3,000 | 7,290.00 |
| No. 36, black ..... do | 3,000 | 6,300.00 |
| No. 36, khaki ..... do | 5,000 | 10,500.00 |
| No. 36, W. F ..... do | 5,000 | 10,500.00 |
| No. 40, black ..... do | 4,000 | 6,800.00 |
| No. 40, khaki ..... do | 5,000 | 8,000.00 |
| No. 40, W. F ..... do | 10,000 | 18,800.00 |
| No. 40, white ..... do | 2,000 | 3,200.00 |
| No. 60, white ..... do | 5,000 | 8,000.00 |
| Denim, blue ..... yards | 300,000 | 66,000.00 |
| Drilling, unbleached, 30-inch ..... do | 50,000 | 7,500.00 |
| Duck, khaki: | | |
| 11-ounce ..... do | 100,000 | 30,000.00 |
| 15-ounce, 28½ inches ..... do | 250,000 | 175,000.00 |
| Fasteners, button ..... gross | 25,000 | 3,750.00 |
| Flannel, shirting: | | |
| Khaki ..... yards | 400,000 | 812,000.00 |
| W. F ..... do | 250,000 | 350,000.00 |
| Flannel, W. F., 13-ounce ..... do | 150,000 | 402,000.00 |
| Gimp: | | |
| No. 7, black ..... 2-ounce spools | 8,000 | 720.00 |
| No. 7, W. F ..... do | 8,000 | 720.00 |
| No. 8, white ..... do | 4,000 | 360.00 |
| No. 9, khaki ..... do | 8,000 | 720.00 |
| No. 9, W. F ..... do | 6,000 | 540.00 |
| Grommets and washers, No. 0, brass ..... gross | 12,000 | 1,440.00 |
| Hooks and eyes: | | |
| No. 10, brass ..... do | 3,000 | 1,200.00 |
| No. 14, black ..... do | 3,000 | 2,190.00 |
| No. 14, bronze ..... do | 3,000 | 1,650.00 |
| Jean, drab ..... yards | 250,000 | 37,500.00 |
| Kersey: | | |
| Dark blue, 14-ounce ..... do | 200,000 | 780,000.00 |
| Sky blue, 22-ounce ..... do | 100,000 | 448,000.00 |
| W. F., 14-ounce ..... do | 400,000 | 916,000.00 |
| W. F., 22-ounce ..... do | 400,000 | 1,460,000.00 |
| Lace, yellow, silk, ½-inch ..... do | 20,000 | 3,200.00 |
| Nainsook ..... do | 750,000 | 105,000.00 |
| Padding, canvas ..... do | 200,000 | 70,000.00 |
| Pads, shoulder ..... pairs | 300,000 | 3,000.00 |
| Rivets, bufricated, copper, plates ..... | 500,000 | 250.00 |
| Silesia: | | |
| Black ..... yards | 100,000 | 16,000.00 |
| W. F ..... do | 100,000 | 20,000.00 |
| Silk, buttonhole twist, black, No. 8 ..... 1½-ounce spools | 5,000 | 3,750.00 |
| Silk, embroidery: | | |
| White ..... ounces | 500 | 300.00 |
| W. F ..... do | 5,000 | 3,000.00 |
| Yellow ..... do | 2,500 | 1,500.00 |
| Silk: | | |
| B, black ..... do | 10,000 | 6,000.00 |
| B, W. F ..... do | 10,000 | 6,000.00 |
| O, W. F ..... do | 15,000 | 9,450.00 |
| Silk, sewing: | | |
| A, black ..... 500-yard spools | 20,000 | 5,000.00 |
| B, black ..... 800-yard spools | 25,000 | 12,500.00 |
| B, red ..... do | 2,000 | 1,000.00 |

*List of clothing supplies required by the Marine Corps for the fiscal year 1919*—Continued.

SUBHEAD "CLOTHING"—Continued.

| Articles. | Quantity. | Value. |
|---|---|---|
| Silk, sewing—Continued. | | |
| B, W. F.....800-yard spools.. | 25,000 | $12,500.00 |
| B, white.....do.... | 500 | 250.00 |
| B, yellow.....do.... | 1,000 | 500.00 |
| A, black.....1,000-yard spools.. | 2,000 | 1,000.00 |
| A, W. F.....do.... | 1,000 | 400.00 |
| O, black.....1,200-yard spools.. | 2,500 | 1,250.00 |
| O, red.....do.... | 500 | 200.00 |
| O, W. F.....do.... | 2,000 | 800.00 |
| O, yellow.....do.... | 500 | 200.00 |
| Studs, brass, with washers..... | 1,500,000 | 5,250.00 |
| Suiting, khaki.....yards.. | 750,000 | 232,500.00 |
| Tape: | | |
| Khaki, ⅝-inch.....do.... | 50,000 | 1,000.00 |
| ¾-inch.....do.... | 250,000 | 5,000.00 |
| Tape, white: | | |
| ½-inch.....do.... | 800,000 | 8,000.00 |
| ⅝ inch.....do.... | 800,000 | 16,000.00 |
| Thread, linen: | | |
| Skein, No. 35, black.....pounds.. | 5,000 | 9,750.00 |
| Skein, No. 35, khaki.....do.... | 5,000 | 10,950.00 |
| Thread, linen, No. 10.....do.... | 500 | 800.00 |
| Tips: | | |
| End, 1¾-inch..... | 100,000 | 850.00 |
| Legging lace-cord..... | 1,000,000 | 1,250.00 |
| Wadding.....sheets.. | 30,000 | 1,500.00 |
| Webbing, khaki, 1¾-inch.....yards.. | 100,000 | 15,000.00 |
| Patterns, inner sole, wood ..... | 100 | 15.00 |
| Lasts, shoe.....pairs.. | 10,000 | 9,000.00 |
| Machines, sewing..... | 250 | 18,750.00 |
| Total..... | ..... | 13,318,353.00 |

*Comparative statement of cost of certain articles of clothing supplies purchased under contract for 1917 and 1918.*

| Articles. | 1917 | 1918 | Articles. | 1917 | 1918 |
|---|---|---|---|---|---|
| Blankets, woolen.....each.. | $3.77 | $6.40 | Hats, field.....each.. | $1.24 | $1.55 |
| Buckles, trouser.....per gross.. | 1.66 | 1.80 | Italian cloth..... | .21 | [1] .2862 |
| Buttons, brass: | | | Jean, drab.....per yard.. | .0975 | .1428 |
| Fly.....do.... | .18 | .24 | Kersey: | | |
| Suspender.....do.... | .27 | .35 | Dark blue, 14-ounce, per yard.. | 2.37 | [1] 3.80 |
| Buttons, bronze: | | | Sky blue, 22-ounce.....do.... | 2.41 | [1] 4.38 |
| 35-ligne.....do.... | 1.04 | [1] 1.98 | W. F. S., 14-ounce.....do.... | 1.63 | 2.29 |
| 45-ligne.....do.... | 2.09 | [1] 2.77 | W. F. S., 22-ounce.....do.... | 2.95 | 4.00 |
| Buttons, gilt, 35-ligne.....do.... | 1.98 | 2.60 | Khaki, suiting.....do.... | .26 | [1] .32 |
| Buttons, bronze, for caps...do.... | 2.37 | 2.60 | Nainsook.....do.... | .08 | .1575 |
| Drilling: | | | Ponchos, khaki..... | 3.94 | 4.09 |
| Unbleached, 30 inches, per yard..... | .0935 | .1462 | Shoes: | | |
| Bleached.....per yard.. | .1014 | .1524 | Black.....per pair.. | 3.87 | [1] 4.51 |
| Denim.....do.... | .177 | .2124 | Russet.....do.... | 3.96 | [1] 4.51 |
| Duck, khaki, 15-ounce, leggings... | .4631 | .69 | Socks: | | |
| Drawers, woolen.....each.. | .94 | 1.75 | Cotton.....do.... | .07 | .16 |
| Flannel: | | | Woolen.....do.... | .16 | .19 |
| Shirting, khaki.....per yard.. | 1.38 | [1] 1.74 | Shirts: | | |
| W. F. S., 13-ounce.....do.... | 1.52 | 2.58 | Cotton.....each.. | .22 | .42 |
| Gloves: | | | Woolen.....do.... | .89 | 1.75 |
| Cotton.....per pair.. | .18 | .20 | Suiting, khaki..... | .25 | .32 |
| Woolen.....do.... | .52 | .55 | Thread, linen.....per pound.. | 1.98 | 2.08 |

[1] Indicates average price for the year, as there were several contracts.

The following is a list of articles manufactured at this depot from January 1, 1917, to December 31, 1917:

Bags, money.
Belts, trousers.
Breeches:
- Khaki, officers.
- Summer, officers.
- Winter, field, officers.

Chevrons:
- Field, sets.
- Silk, sets.
- Winter, field, sets.

Caps, storm.
Coats:
- Chauffeurs.
- Dress.
- Dress, Navy.
- Field.
- Dungaree.
- Field, officers.
- Full dress band.
- Pajamas.
- Summer.
- Summer, officers.
- Winter, field.
- Winter, field, officers.

Containers, toilet kit.
Drawers:
- Ankle.
- Knee.

Housewives.
Insignia:
- Blue.
- Winter, field.

Laces, leggings.
Insignia, khaki.
Leggings, pairs.
Overcoats:
- Winter, field.
- Winter, field, officers.
- Blue.
- Blue, Navy.

Pants, pajamas.
Pockets, for winter (field), coats.
Scarfs:
- Field.
- Winter, field.

Shirts:
- Flannel.
- Flannel, winter, field.

Stripes:
- N. C. O., pairs.
- Service, field, pairs.
- Service, silk, pairs.
- Service, winter, field, pairs.

Strops, razor.
Trousers:
- Dress, band.
- Dress, F. M and private.
- Dress, N. C. O.
- Field.
- Dungaree.
- Field, officers.
- Winter, field.
- Winter, field, officers.
- Summer.
- Summer, officers.
- Trench.

Aprons, mess.
Bags:
- Bat.
- Clothing.
- Bacon.
- Condiment.
- Saddle.

Baskets, waste paper.
Belts:
- Dress.
- F. L.
- N. C. S., F. L. (complete).
- Sword, undress.

Benches, mess.
Boilers, copper.
Boxes:
- Ammunition, automatic machine rifle.
- Clothing, barracks.
- Carbon and tool.
- Packing, assorted.

Buckets, galvanized iron.
Cans:
- Ash.
- Garbage.
- Meat.
- Water.

Carriers:
- Hand ax, intrenching.
- Machete, intrenching.
- Pick mattock, intrenching.
- Shovel, intrenching.
- Wire cutter, intrenching.

Carts, hand.
Cases, health record.
Chafes, spider strap.
Chests:
- Artillery.
- Assorted, special.
- Blank form.
- Filing.
- Company police.
- Mimeograph.
- Mess.
- Record.
- Repair kit.
- Switchboard.
- Tool, carpenter.
- Tool, company.

Cloth:
- Darnall, filter.
- Saddle, field.
- Saddle, dress.

Cots.
Clubs, police.
Covers:
- Canteen, O. D.
- Cap, white.
- Cap, khaki.
- Cot.
- Mattress.
- Flag.

Crates, packing.
Desks, field.
Disks, marking.
Elbows, field, range.

Flags:
- Brigadier general.
- Major general.
- Post.
- Field, hospital.
- Garrison.
- Quarantine, field hospital.
- Recruiting, red and blue.
- Semaphore.
- Signal, red and white, 2 feet, 4 feet.
- Storm.

Flagstaffs.
Flies, tent.
Frames, cot.
Grates, field, range.
Grenades, hand.
Frames, target.
Guidons.
Haversack, officers, and pack carriers.
Headstalls, bridle.
Holster:
- Pistol.
- Revolver.

Keepers, rifle, sling.
Lanyards, pistol.
Lines:
- Eave, tent.
- Guy, tent.

Linings, field range.
Lockers, trunk.
Megaphones.
Martingales.
Mittens, asbestos, pairs.
Nets:
- Mosquito, bunk.
- Mosquito, cot.

Ornaments:
- Fair, leather.
- Scarlet, leather.

Pads:
- Elbow, shooting, canvas.
- Shoulder, shooting, canvas.

Pans, bake.
Paulins.
Pennants:
- Supply and depot train.
- Boat, post commander.

Pillowcases.
Pins:
- Spotter.
- Tent, large.
- Tent, round.
- Tent, small.

Poles:
- Hospital tent, ridge.
- Hospital tent, upright.
- Shelter, tent.
- Storage tent, upright.
- Storage tent, upright wall.
- Wall tent, ridge.
- Wall tent, upright.
- Flag, recruiting.

Pouches, first aid.
Protectors, body, baseball.
Ranges, field.
Reins, bridle.
Rods, steel, cot, sets.
Rolls:
- Bedding.
- Clothing.

Ropes, halter tie.
Safes, leather, N. C. S. belt.
Saddles, riding.
Sheets.
Scabbards:
- Fork, haversack.
- Knife, haversack.

Shirts, baseball.
Signboards, recruiting, "A."
Sign, recruiting, glass front.
Slides:
- Pistol holster and bayonet.
- Scabbard, dress.
- P. H., B. S., F. L.

Slings:
- Base drum.
- Rifle, 1903.
- Color field.
- Detachable hook.
- Shovel, khaki.

Slips:
- Metal, tent, 3-inch.
- Metal, tent, 4-inch.

Spotters:
- Target, large.
- Target, medium.
- Target, small.

Staffs:
- Boat, flag, field officers.
- Boat, flag, line officers.
- Automobile flag.
- Guidon.

Stands, folding, field desk.
Sticks:
- Parrying.
- End, cot.

Stools, camp.
Straps:
- Breast.
- Cincha.
- Cot.
- Spider.
- Pommel.
- Stirrup, russet.
- Tie for halter.
- Shelter tent.
- Cantle.
- Clothing roll.
- Shoulder, F. L., N. C. S., belt.
- Coat, for saddle.

Stretchers, field.
Surcingles.
Suspenders, cartridge-belt.
Tables:
- Folding.
- Mess.

Tags, identification.
Tents:
- Hospital.
- Shelter, halves.
- Storage.
- Wall.

Trousers, baseball.
Upright, target, frames.
Wardrobes.

The next item is fuel, Marine Corps. You are asking for the same that you had last year.

Gen. McCawley. Yes, sir. I am not quite certain whether it will be sufficient, but I am willing to take a chance on it in any event.

The Chairman. You think it will be sufficient for you in a general way?

Gen. McCawley. Yes, sir; unless we have some very unusual conditions like this year, but we will try to get through with the same amount.

Owing to the large number of troops on expeditionary service, and in providing heat and light at the regular stations, including the new cantonments at Quantico, Va., Paris Island, S. C., and Mare Island, Cal., a much larger quantity of fuel will be used, but we will try to be economical and get along with the amount estimated. The consumption of fuel for heating purposes is entirely governed by climatic conditions so far as providing heat for men is concerned, and, with regard to fuel for heating and cooking purposes in officers' quarters, the allowances are fixed by law. The large number of trucks, tractors, and automobiles used by troops necessarily causes large consumptions of gasoline and oils, which expense is chargeable to this fund. The Marine Corps has in use 204 motor trucks, 20 ambulances, 31 delivery wagons, 17 tractors, 95 motorcycles and 44 automolibes.

*Fuel.*

| Objects of expenditures. | Estimates, 1919 (35,000 men). | Expended, 1917 (14,981 men). |
|---|---|---|
| Fuel for heating buildings and maintaining power plants | $200,850.00 | $99,710.27 |
| Electric current for power and light | 31,875.00 | 26,233.11 |
| Gasoline for trucks and gas engines | 90,100.00 | 30,370.05 |
| Commutation for heat and light, officers and enlisted men | 100,000.00 | 79,742.49 |
| For expeditionary forces in the field | 239,575.00 | ..... |
| | 662,400.00 | 236,055.92 |

ESTIMATES UNDER SUBHEAD FUEL, FISCAL YEAR 1919.

| Post. | Coal and wood. | Fuel oil, kerosene, and gas. | Gasoline. | Electric current. | Total. |
|---|---|---|---|---|---|
| Boston | $3,500 | $600 | ..... | $250 | $4,350 |
| Cavite Depot | ..... | ..... | ..... | 200 | 200 |
| Cavite Barracks | 750 | ..... | $500 | 300 | 1,550 |
| Charleston | 2,000 | 100 | 550 | 450 | 3,100 |
| Guam | 600 | 800 | 2,500 | 550 | 4,450 |
| Guantanamo | 1,000 | 50 | 800 | 1,000 | 2,850 |
| Haiti and Santo Domingo | 15,000 | 8,500 | 25,000 | 8,000 | 56,500 |
| Key West | ..... | 1,000 | ..... | 500 | 1,500 |
| Managua | 1,500 | ..... | ..... | 1,500 | 3,000 |
| Mare Island | 1,500 | 1,000 | 800 | 2,500 | 14,800 |
| New Orleans | 1.000 | ..... | 150 | 500 | 1,650 |
| New York | 8,000 | 400 | 1,000 | 200 | 9,600 |
| Norfolk | 8,000 | ..... | 2,000 | 2,000 | 12,000 |
| Olongapo | 700 | ..... | 150 | 400 | 1,250 |
| Pearl Harbor | 2,000 | 200 | 450 | 500 | 3,150 |
| Peking, China | 7,000 | 300 | 150 | 4,500 | 11,950 |
| Pensacola | 600 | 50 | 250 | 1,000 | 1,900 |
| Philadelphia Depot | 10,000 | 500 | 4,000 | 1,000 | 15,500 |
| Philadelphia Barracks | 15,000 | 250 | 6,000 | 2,000 | 23,250 |
| Portsmouth Barracks | 2,500 | ..... | ..... | 300 | 2,800 |
| Portsmouth Prison | 300 | ..... | ..... | 25 | 325 |
| Paris Island | 30,000 | 25,000 | 24,000 | ..... | 79,000 |
| Puget Sound | 5,000 | 150 | 300 | 300 | 5,750 |
| San Diego | ..... | 3,800 | 1,000 | 1,200 | 6,000 |

*Fuel*—Continued.

ESTIMATES UNDER SUBHEAD FUEL, FISCAL YEAR 1919—Continued.

| Post. | Coal and wood. | Fuel oil, kerosene, and gas. | Gasoline. | Electric current. | Total. |
|---|---|---|---|---|---|
| San Francisco Depot | $200 | | | $150 | $350 |
| Washington Barracks | 7,000 | $1,000 | | 1,800 | 9,800 |
| Washington Navy Yard | 1,500 | 250 | | 250 | 2,000 |
| Headquarters | 200 | 50 | $1,500 | | 1,750 |
| Virgin Islands | 1,000 | 1,000 | 2,000 | 500 | 4 500 |
| Quantico, Va | 10,300 | 10,700 | 17,000 | | 38,000 |
| Commutation, heat and light, officers and men | | | | | 100,000 |
| Expeditionary forces in field | 100,000 | 39,575 | 100,000 | | 239,575 |
| Total | 236,150 | 104,275 | 190,100 | 31,875 | 662,400 |

The CHAIRMAN. The next is military stores, Marine Corps, and you have stricken out a lot of employees there?

Gen. McCAWLEY. The reason for that, Mr. Chairman, is that due to labor conditions we can not any longer employ men with satisfactory qualifications under rates of pay mentioned in this legislation and for some time we have been obliged to procure the services of those men through the local labor board at rates of pay established by the board and approved by the Navy Department, and under that procedure they are all being paid in excess of these sums now, and there is no use in continuing the wording that is in this appropriation act.

The CHAIRMAN. And then below there you just substitute the word "equipment" and strike out the designation "such as," etc.

Gen. McCAWLEY. It seems to me it simplifies matters very much to refer to the purchase and repair of military equipment, without stating what they are, such as rifles, revolvers, cartridge boxes, and so on. It is an elimination of unnecessary wording.

Mr. BRITTEN. Why do you include "instruments for bands, music and musical accessories," and so on? Will the word "equipment" not cover those as well?

Gen. McCAWLEY. It possibly would, but the Treasury Department likes to have as much specified as can be put in an appropriation act. I reduced it as much as I thought was safe, but if you gentlemen think you can still further simplify it——

The CHAIRMAN (interposing). The term "musical instruments" might not be construed as military equipment.

Mr. BRITTEN. But "tents, field cots, field ovens, and stoves for tents" certainly would be construed as military equipment.

Gen. McCAWLEY. I should be quite willing to have these items stricken out and regarded as coming under "equipment," and believe in view of this discussion, the Treasury Department would agree.

The CHAIRMAN. Explain why you have inserted "articles of field sports, etc."

Gen. McCAWLEY. That is just a transfer of position in the paragraph. Down below you will see "articles of field sports for enlisted men, signal equipment, and stores," and that has been transferred to a higher place on that page. I tried to simplify that wording as much as I thought it was well to do with the Treasury Department before us.

The CHAIRMAN. You have inserted here the words "establishment, rental, and maintenance of camps of instruction." How have you been securing heretofore the ground for this?

Gen. McCAWLEY. If you will look at last year's appropriation act, there was an especial appropriation for that, and it just made it simpler, it seemed to me, to include rental and maintenance of camps of instruction under this heading of military stoves.

The CHAIRMAN. But you have eliminated the special item on page 113?

Gen. McCAWLEY. Yes, sir; and the money appropriated thereunder

Gen. BARNETT. You see, at the time that this special appropria tion was appropriated for we had no cantonments. Now we have

Gen. McCAWLEY. That was a peace organization.

Gen. BARNETT. It was a peace organization entirely. We had a camp, for instance, at Philadelphia. That was before war came, but as soon as the war came we built these cantonments—one at Port Royal, one at Quantico, and one at Mare Island.

The CHAIRMAN. Would it be necessary to rent the lands?

Gen. BARNETT. Yes, sir. We rent certain land at Quantico and at Port Royal, but at Mare Island the Government owns the land.

The CHAIRMAN. This is a big appropriation of more than $10,000,000, and heretofore the construction has been limited to $31,000.

Gen. McCAWLEY. That was before the construction of the cantonments entirely, and all we ever intended under the old appropriation was to establish a few summer camps of instruction at various points for about 200 or 300 men each for the instruction of civilians, like Plattsburg; but now the situation has changed, as our camps of instruction are large, permanent cantonments, where we are instructing many thousands of men.

The CHAIRMAN. How much do you contemplate it will be necessary to use for rental properties of this appropriation?

Gen. McCAWLEY. The rentals ordinarily we provide for out of another appropriation, viz, "Repair of barracks."

The CHAIRMAN. You have the word "rentals" here on page 112?

Gen. McCAWLEY. Yes, sir. If it is necessary to provide any rentals out of this appropriation, but it will be but a small sum. We pay for Quantico $18,000 a year for about 4,000 acres. At Port Royal we pay so much an acre.

The CHAIRMAN. How much do you pay an acre? The question will be asked on the floor.

Gen. McCAWLEY. I do not know exactly what it is. I will put it in the hearing. It is $2,984.56 for about 221 acres.

The CHAIRMAN. And at Quantico also?

Gen. McCAWLEY. If this wording is put in, the Treasury Department will probably charge the amount of rental that is now paid out for rental of camps to this subhead.

The CHAIRMAN. Do you leave the word "rental" out of repairs?

Gen. McCAWLEY. We do not have any rental for land under repairs of barracks. It is charged to that appropriation by the Treasury Department.

The CHAIRMAN. But by using it here especially, it transfers it here?

Gen. BARNETT. The Treasury Department will probably transfer it. I am not expressing that definitely, but I think they will.

Mr. CONNELLY. How much of this 4,000 acres at Quantico is being actually used?

Gen. BARNETT. Every bit of it is being used, because we have on that the artillery range and the rifle range. That is all in my hearings here. We have had to establish an artillery range, and we can not fire over people's houses or land, and so must own or rent the amount necessary.

Mr. OLIVER. What is the appraised value of this property?

Gen. BARNETT. I have that in my hearing, if you will take it now, or then, whichever you wish.

Mr. OLIVER. Suit your convenience.

Gen. MCCAWLEY. I append data required under this subhead of appropriation:

*Military stores.*

| Employees. | Rate. | Estimated, 1919 (35,000 men). | Expended, 1917 (14,981 men). |
|---|---|---|---|
| Superintendent equipment factory.....per annum.. | $2,400.00 | 1 | 1 |
| Inspectresses.....do.... | $600.00– 700.00 | 3 | 1 |
| Forewomen.....per diem.. | 2.96 | 3 | ..... |
| Canvas workers.....do.... | 2.56– 4.00 | 14 | 7 |
| Chief armorer.....do.... | 4.00 | 1 | 1 |
| Cutters.....do.... | 2.96– 4.00 | 4 | 1 |
| Electroplaters.....do.... | 3.04– 4.00 | 2 | 1 |
| Engine tenders.....do.... | 2.88– 4.00 | 1 | ..... |
| Electricians.....do.... | 2.96– 4.32 | 1 | 2 |
| Fireman.....do.... | 2.08 | 1 | 1 |
| General helpers.....do.... | 1.36– 2.48 | 47 | 28 |
| Leather workers.....do.... | 2.56– 4.00 | 25 | 15 |
| Machinist.....do.... | 4.32 | 1 | 1 |
| Operators.....do.... | 1.36– 2.48 | 280 | 102 |
| Ordnancemen.....do.... | 2.56– 3.52 | 6 | 3 |
| Salaries..... | ..... | $4,400.00 | $2,492.22 |
| Wages..... | ..... | 320,907.00 | 57,604.09 |
| OTHER OBJECTS OF EXPENDITURE. | | | |
| Tentage..... | ..... | 662,975.00 | 189,418.91 |
| Machinery and equipment..... | ..... | 50,000.00 | 7,393.06 |
| Musical instruments and music..... | ..... | 25,000.00 | 2,430.86 |
| Rifles and spare parts..... | ..... | 977,200.00 | 25,008.07 |
| Athletic supplies..... | ..... | 100,000.00 | 47,478.07 |
| Ammunition..... | ..... | 4,600,000.00 | 647,141.74 |
| Medals and insignia..... | ..... | 15,000.00 | 4,744.46 |
| Maintenance of ranges and shooting galleries, shelter tent floors, etc..... | ..... | 50,000.00 | 29,360.88 |
| Signal equipment..... | ..... | 116,362.00 | 29,871.17 |
| Field ranges and tent stoves..... | ..... | 48,450.00 | 26,289.08 |
| Rangefinders..... | ..... | 50,000.00 | ..... |
| Field glasses and telescopes..... | ..... | 44,250.00 | 9,314.10 |
| Reconnaissance outfits..... | ..... | 12,000.00 | 6,965.34 |
| Cots..... | ..... | 187,750.00 | 37,774.36 |
| Accoutrements..... | ..... | 491,975.00 | 89,244.32 |
| Miscellaneous military equipment..... | ..... | 1,556,431.00 | 46,554.95 |
| Wireless sets..... | ..... | 120,000.00 | 25,939.16 |
| Allotment to Army for ordnance stores..... | ..... | ..... | 211,000.00 |
| Armored motor trucks..... | ..... | ..... | 20,000.00 |
| Grenades, steel helmets and gas masks..... | ..... | 850,000.00 | ..... |
| Pistols and spare parts..... | ..... | 186,000.00 | ..... |
| Total..... | ..... | 10,468,700.00 | 1,457,014.84 |

*List of supplies required by the Marine Corps for the fiscal year 1919.*

MILITARY STORES.

| | |
|---|---|
| 12 batons, drum major, post, complete, with cord and tassel | $120.00 |
| 8,000 bands, sweat | 720.00 |
| 10,000 bolts, snap, 1-inch, M. I. B | 900.00 |
| 1,000 buckles, B. B., ½-inch, gross | 2,500.00 |
| 2,000 buckles, slide, shelter tent, gross | 3,500.00 |
| 200,000 buckles, tongueless, infantry pack, ⅝-inch | 4,000.00 |
| 300,000 buckles, tongueless, B. B., 1-inch | 6,000.00 |
| 25,000 buckles, trace, B. B., 1¾-inch | 2,000.00 |
| 10,000 bunting, flag, yellow, 18 inches, yards | 3,000.00 |
| 1,000 buttons, tack, 27-ligne, B. B., gross | 900.00 |
| 5,000 buttons and rivets, B. B., 27-ligne, tack, gross | 4,500.00 |
| 200,000 canvas, shelter tent, yards | 70,000.00 |
| 200,000 canvas, tent, 8-ounce, yards | 60,000.00 |
| 400,000 canvas, tent, 10-ounce, yards | 148,000.00 |
| 600,000 canvas, tent, 12-ounce, yards | 258,000.00 |
| 1,000 cord, sash, pounds, for pistol lanyards | 750.00 |
| 10,000 cotton, sewing, Sea Island, pounds | 11,900.00 |
| 8,000 cotton, sewing, No. 16, khaki, 6,000-yard tubes | 10,000.00 |
| 1,000 cotton, sewing, No. 16, W. F., 9,600-yard tubes | 2,000.00 |
| 4,000 cotton, sewing, No. 20, khaki, 9,600-yard tubes | 8,680.00 |
| 4,000 cotton, sewing, No. 20, W. F., 9,600-yard tubes | 8,680.00 |
| 250 000 duck, cotton, unbleached, 40 inches, yards | 55,000.00 |
| 200,000 duck, khaki, 18-ounce, yards | 122,000.00 |
| 200,000 duck, khaki, 22-ounce, 40 inches, yards | 132,000.00 |
| 25,000 duck, khaki, 24-ounce, 36 inches, yards | 18,250.00 |
| 160 000 duck, O. D., 16-ounce, 36½ inches, yards | 99,200.00 |
| 12,000 duck, O. D., 22-ounce, 30½ inches, yards | 10,800.00 |
| 5,000 eyelets and washers, B. B., gross | 1,150.00 |
| 5,000 fasteners, snap, gross | 8,200.00 |
| 3,000 fasteners, snap, No. 3, B. B., plain, gross | 4,680.00 |
| 25,000 felt, gray, yards | 22,250.00 |
| 1,500 felt, green, yards | 2,445.00 |
| 5,000 flannel, outing, white, yards | 450.00 |
| 4,000 grommets and washers, brass, bag, gross | 15,800.00 |
| 4,000 grommets and washers, No. 1, brass, gross | 1,320.00 |
| 1,500 grommets and washers, No. 2, brass, gross | 810.00 |
| 3,000 grommets and washers, No. 4, brass, gross | 2,700.00 |
| 3,000 hooks, double, B. B., gross | 20,460.00 |
| 5,000 hooks, snap, ½-inch, X. C. plate | 12,500.00 |
| 5,000 hooks, snap, ⅞-inch, X. C. plate | 15,000.00 |
| 300,000 hooks, snap, 1-inch, B. B | 18,000.00 |
| 200 hooks, snap, ½-inch, M. I. B., gross | 250.00 |
| 5 hooks, with slides, gross | 405.00 |
| 5,000 leather, buff, pounds | 17,500.00 |
| 10,000 leather, russet, binding, 2½ to 3 ounce, square feet | 3,400.00 |
| 8,000 leather, russet, pebbled grain, 4 to 5 ounce, square feet | 3,200.00 |
| 5,000 line, white, gill, No. 1, pounds | 1,600.00 |
| 6,000 line, white, gill, No. 3, pounds | 1,680.00 |
| 12,000 line, manila, 3/16-inch, pounds | 3,480.00 |
| 200,000 line, manila, ¼-inch, pounds | 58,000.00 |
| 10,000 line, manila, ⅜-inch, pounds | 2,800.00 |
| 16,000 line, manila, 5/16-inch, pounds | 4,640.00 |
| 100,000 line, manila, ½-inch, pounds | 28,000.00 |
| 160,000 line, manila, ¾-inch, pounds | 43,200.00 |
| 160 000 line, manila, 1-inch, pounds | 43,200.00 |
| 3,000 linters, cotton, pounds | 600.00 |
| 1,500 loops, B. B., gross | 4,500.00 |
| 4,000 loops, B. B., ⅝-inch, No. 9 wire, gross | 4,000.00 |
| 20,000 yards muslin, bleached, 36-inch | 2,400.00 |
| 15,000 yards muslin, turkey red | 1,500.00 |
| 15,000 yards muslin, unbleached, 72-inch | 3,750.00 |
| 100 gross rings, D, 1¼-inch, iron, XC plate | 125.00 |
| 5,000 gross rings, D, suspension, B. B., ¾-inch | 6,150.00 |

| | |
|---|---|
| 50,000 rings, G. I., ¼-inch | $75,000.00 |
| 4,000 pounds rings, G. I., ½-inch | 1,280.00 |
| 2,000 pounds rings, G. I., ¾-inch | 600.00 |
| 100 pounds rings, G. I., 1-inch | 25.00 |
| 500 pounds rivets, B. B., 0.104-inch diameter | 750.00 |
| 400,000 rivets and caps, tubular, 5/16-inch, bronzed | 492.00 |
| 6,000 pounds rope, white cotton, 3-ply | 1,680.00 |
| 10 gross snaps, mail-bag, XC plate | 15.80 |
| 16,000 staples and rings, flag, with rivets | 832.00 |
| 20,000 yards suiting, baseball | 30,000.00 |
| 1 gross swivels, screw, ⅞-inch | 28.00 |
| 250 pounds thread, linen, machine, G. B., 3-cord | 452.50 |
| 250 pounds thread, linen, machine, O. D., 3-cord | 452.50 |
| 250 pounds thread, line, machine, W. B., 3-cord | 395.00 |
| 250 pounds thread, linen, machine, yellow, 3-cord | 452.50 |
| 1,000 pounds thread, linen, No. 25, khaki | 2,260.00 |
| 2,000 pounds thread, linen, No. 25, W. F | 4,520.00 |
| 2,000 pounds thread, linen, No. 30, khaki | 4,880.00 |
| 3,000 pounds thread, linen, No. 30, O. D | 7,320.00 |
| 4,000 pounds thread, linen, No. 30, W. F | 9,600.00 |
| 500 pounds thread, linen, No. 70, khaki | 1,750.00 |
| 1,000,000 tips, end, B. B., ⅝-inch | 5,250.00 |
| 300,000 tips, end, B. B., ¾-inch | 1,080.00 |
| 150,000 tips, B. B., 1-inch | 645.00 |
| 4,000 pounds twine, white, cotton | 1,400.00 |
| 200,000 yards webbing, O. D., ¾-inch, 2-ply | 6,000.00 |
| 160,000 yards webbing, khaki, ⅞-inch | 4,800.00 |
| 5,000 yards webbing, khaki, 2½-inch | 450.00 |
| 800,000 yards webbing, O. D., ⅝-inch | 48,000.00 |
| 400,000 yards webbing, O. D., ¾-inch | 12,000.00 |
| 300,000 yards webbing, O. D., 1-inch, 1½ ounces | 27,000.00 |
| 100,000 yards webbing, O. D., 1-inch, 190-grain | 4,000.00 |
| 60,000 yards webbing, O. D., 1½-inch | 3,000.00 |
| 150,000 yards webbing, O. D., 2-inch | 22,500.00 |
| 50 sets accessories, Colt gun | 200.00 |
| 250 bags, bat | 500.00 |
| 500,000 bags, sand | 70,000.00 |
| 100 bags, shooting | 1,100.00 |
| 250 bags, striking | 437.50 |
| 250 bags, water, field, sterlizing | 1,375.00 |
| 300 balls, medicine | 825.00 |
| 75 barometers, aneroid, pocket | 1,500.00 |
| 12 bars, horizontal | 240.00 |
| 12 bars, parallel | 180.00 |
| 25,000 baseballs | 12,500.00 |
| 120 bases, sets | 480.00 |
| 5,000 bats, baseball | 3,750.00 |
| 50,000 batteries, flashlight | 7,000.00 |
| 1,000 batteries, tungsten, type A | 250.00 |
| 30,000 bayonets | 75,200.00 |
| 40,000 belts, cartridge, rifle | 118,000.00 |
| 10,000 belts, pistol | 16,000.00 |
| 200 bladders, football | 150.00 |
| 200 bladders, striking bag | 100.00 |
| 5,000 cans blanco, white | 400.00 |
| 120 boards, drawing | 86.40 |
| 2,000 brushes, cleaning, caliber .22 | 200.00 |
| 40,000 brushes, and thongs, 1903 rifles | 7,200.00 |
| 700 buckshot, pounds | 84.00 |
| 20,000 bulbs, flashlight | 1,400.00 |
| 30,000 burlap, for baling, yards | 3,900.00 |
| 200 buzzers, service | 4,000.00 |
| 300 calipers, micrometer | 2,400.00 |
| 40,000 cans, bacon | 9,600.00 |
| 40,000 cans, condiment | 5,200.00 |
| 40,000 cans, meat | 24,000.00 |
| 50,000 canteens | 32,500.00 |

| | |
|---|---|
| 50,000 canteen, cups | $20,500.00 |
| 25,000 carbide of calcium, pounds | 1,000.00 |
| 300 cards, Navy, vision, Grow (gratuitously from the Navy) | 4,600.00 |
| 100,000,000 cartridges, ball, caliber .30, 1913 rifle | 4,600,000.00 |
| 2,000,000 cartridges, ball, caliber .45, pistol | 60,000.00 |
| 500,000 cartridges, blank, caliber .30 | 9,500.00 |
| 10,000 cartridges, dummy, caliber .30 | 280.00 |
| 5,000,000 cartridges, gallery practice, caliber .22 | 11,250.00 |
| 500,000 cartridges, guard, caliber .30, 1903 rifle | 13,500.00 |
| 500 cases, leather, telescopic sight | 1,750.00 |
| 50,000 charges, acetylene lantern | 9,500.00 |
| 12 chests, armorers, with tools | 1,320.00 |
| 200 cloth, tracing, rolls | 1,200.00 |
| 1,500 compasses, pocket | 3,150.00 |
| 25 compasses, prismatic | 562.50 |
| 40,000 covers, front sight, 1903 rifle | 2,000.00 |
| 5,000 cutters, wire, intrenching | 8,200.00 |
| 200 drums, complete | 3,600.00 |
| 100 finders, range | 50,000.00 |
| 100 flags, national colors, silk | 5,275.00 |
| 10 flags, regimental, silk | 1,260.00 |
| 30,000 flannel, canton, yards | 3,600.00 |
| 300 footballs | 900.00 |
| 40,000 forks, haversack | 3,200.00 |
| 12 generators, acetylene | 480.00 |
| 1,000 glasses, field, type EE | 41,250.00 |
| 600 gloves, boxing, sets | 2,250.00 |
| 6,000 gloves, fielders' | 9,540.00 |
| 200 guns, shot | 7,850.00 |
| 5,000 handles, pick mattock, intrenching | 1,250.00 |
| 10,000 handles, shovel, intrenching | 2,000.00 |
| 1,600 heads, drum, batter | 2,496.00 |
| 500 heads, drum, snare | 775.00 |
| 300 heliographs | 12,600.00 |
| 3,000 holders, cartridge, caliber .22 | 750.00 |
| 3,000 hooks, trumpet sling | 150.00 |
| 500 inflaters, football | 125.00 |
| 25 instruments, drawing, sets | 225.00 |
| 1,000 jerseys, football | 2,200.00 |
| 200 keys, drum | 30.00 |
| 100 kits, pistol, cleaning | 700.00 |
| 250 kits, company repair | 1,750.00 |
| 2,000 knives, hospital corps | 2,000.00 |
| 20 kodaks | 340.00 |
| 300 lanterns, acetylene | 16,800.00 |
| 100 levels, Abney | 800.00 |
| 16,000 lights, flash, electric | 11,200.00 |
| 2,000 machetes | 2,000.00 |
| 8,000 machetes, intrenching | 10,000.00 |
| 10,000 magazines, pistol | 6,000.00 |
| 500 masks, catchers | 825.00 |
| 250 mattocks, with handles | 250.00 |
| 4,500 mattocks, pick, intrenching | 2,700.00 |
| 200 measures, tape, case | 100.00 |
| 150 micrometers | 450.00 |
| 600 mitts, catchers' | 1,980.00 |
| 800 mitts, first basemen | 1,760.00 |
| 500 mouthpieces, trumpet | 250.00 |
| 40,000 oiler and thong cases | 12,000.00 |
| 100 outfits, marking, identification tag | 625.00 |
| 150 paper, blue print, rolls | 75.00 |
| 200 paper, drawing, rolls | 140.00 |
| 50 paper, tracing, rolls | 150.00 |
| 5,000 paste, target, gallons | 1,800.00 |
| 5,000,000 pasters, target, black and buff | 750.00 |
| 6,000,000 pasters, target, black | 600.00 |
| 50 pedometers | 175.00 |

| | |
|---|---|
| 6,000 pencils, carpenters | $129.00 |
| 500 pins, line, bricklayers | 60.00 |
| 400,000 pins, tent, large | 8,000.00 |
| 500,000 pins, tent, round | 5,000.00 |
| 1,000,000 pins, tent, small | 20,000.00 |
| 8,000 pins, oak, field telephone | 160.00 |
| 150 pins, quoit | 112.50 |
| 500 pipe, field range, sets | 1,125.00 |
| 10,000 pistols, caliber .45 | 150,000.00 |
| 150 plates, home | 750.00 |
| 10,000 plates, waist | 3,000.00 |
| 500 plates, waist, belt, N. C. S | 275.00 |
| 3,000 poles, hospital tent, sets | 9,000.00 |
| 40,000 poles, shelter tent | 10,000.00 |
| 1,000 poles, storage tent, sets | 7,500.00 |
| 50,000 poles, wall tent, sets | 62,500.00 |
| 50 protractors, semicircular | 20.00 |
| 50 protractors, square | 75.00 |
| 200 quoit, sets | 600.00 |
| 20 radio pack sets, complete | 13,000.00 |
| 750 ranges, field, with utensils, complete | 41,250.00 |
| 200 ranges, field, with utensils, complete, No. 2 | 4,400.00 |
| 100 reels, hand | 300.00 |
| 250 rifles, caliber .22 | 5,750.00 |
| 40,000 rifles, caliber .30, model 1903 | 920,000.00 |
| 300 rivets and burrs, copper, pounds | 150.00 |
| 4,000 rods, cleaning, barracks | 1,600.00 |
| 2,000 rods, cleaning, caliber .22 | 800.00 |
| 20 rods, stadia | 160.00 |
| 40,000 scabbards, bayonet, model 1910 | 54,000.00 |
| 300 scabbards, sword, N. C. O | 1,350.00 |
| 300 scabbards, sword, N. C. S | 1,425.00 |
| 2,000 screwdrivers, pistol | 320.00 |
| 3,000 screwdrivers, 1903 rifles | 600.00 |
| 250,000 shells, shot-gun | 7,000.00 |
| 50 shot, 16-pound | 50.00 |
| 100,000 slings, rifle | 60,000.00 |
| 2,000 slings, trumpet, dress | 1,200.00 |
| 3,000 slings, trumpet, field | 1,800.00 |
| 2,000 slings, trumpet, winterfield | 1,000.00 |
| 600 snares, drum, sets | 900.00 |
| 40,000 spoons, haversack | 4,000.00 |
| 500 squares, T | 125.00 |
| 3,000 stockings, athletic, pairs | 2,100.00 |
| 1,000 stoves, oil | 2,800.00 |
| 1,000 stretchers, field | 6,000.00 |
| 3,000 suspenders, pistol belt | 4,500.00 |
| 12 switchboards, telephone, complete | 3,015.00 |
| 650 swords, N. C. O | 4,387.50 |
| 15,000 shovels, intrenching | 15,000.00 |
| 15 tables, plain | 2,025.00 |
| 15 tables, traverse | 420.00 |
| 100 tacks, harness makers, pounds | 30.00 |
| 40,000 tags, identification | 400.00 |
| 200 tallies, pace | 400.00 |
| 50 tanks, film | 225.00 |
| 60,000 tape, identification tag, yards | 1,800.00 |
| 6,000 targets, paper "A" | 300.00 |
| 12,000 targets, paper, "B" | 720.00 |
| 8,000 targets, paper, "C" | 640.00 |
| 10,000 targets, paper, "D" | 500.00 |
| 250 telephones, field, 1 end, with batteries | 6,562.50 |
| 200 telescopes | 3,000.00 |
| 100 thermometers | 200.00 |
| 100 tools, primer, ejecting | 350.00 |
| 50 triangles, xylonite | 10.00 |
| 1,500 trumpets | 10,125.00 |
| 1,000 watches, stop | 4,300.00 |

| | |
|---|---|
| 1,200 watches, wrist, with luminous dials | $3,600.00 |
| 1,000 whistles, officers | 250.00 |
| 3,000 whistles, N. C. O | 750.00 |
| 300 wire, buzzer, single spools | 1,950.00 |
| 50,000 wire, copper, insulated, pounds | 17,500.00 |
| 500 wire, galvanized iron, pounds | 30.00 |
| Material for tent pins, and tent slips | 4,975.00 |
| Spare parts for 1903 rifle | 50,000.00 |
| Spare parts for pistols | 30,000.00 |
| Material for cot stamping | 17,000.00 |
| 15,000 cots, steel, folding | 48,750.00 |
| 60,000 yards bunting | 32,000.00 |
| Total | 6,432,044.20 |

The CHAIRMAN. The next item is "Transportation and recruiting, Marine Corps." You had over $2,000,000 last year, about two and one-quarter millions, and you are asking for one million one hundred thousand.

Gen. McCAWLEY. After consultation with the officer in charge of the recruiting service, it is believed that that will be sufficient in view of the fact that the corps is full at the present time.

Mr. VINSON. How much will it cost to recruit one man?

Gen. BARNETT. I have all that here in my statement, complete.

*Transportation and recruiting.*

| Objects of expenditure. | Estimates, 1919 (35,000 men). | Expended, 1917 (14,981 men). |
|---|---|---|
| Equipment | $52,881.00 | $8,896.33 |
| Toilet kits | 30,000.00 | 14,264.05 |
| Rent | 75,000.00 | 51,691.38 |
| Examination of applicants | 25,000.00 | 10,807.95 |
| Advertising | 150,000.00 | 72,086.32 |
| Incidentals | 35,000.00 | 16,043.94 |
| Transportation | 733,000.00 | 412,278.68 |
| Fees to postmasters | | 1,365.00 |
| Total | 1,100,881.00 | 587,433.65 |

The CHAIRMAN. We will take that up later. "Repair of barracks $981,929," as against last year about $2,000,000.

Gen. McCAWLEY. That is due to the fact that we have built these two cantonments at Quantico and Paris Island. I feel that we can get along with this reduced amount.

The amount estimated under this subhead is less by $842,071 than the sum appropriated for this purpose for 1917–18. This sum is believed to be sufficient ordinarily for the upkeep of the buildings of the corps and does not provide for any extraordinary expenditures. The cantonments at Quantico and Paris Island must be maintained, and to keep these temporary structures in thorough repair, including painting, to prevent rapid deterioration, will require constant attention and expense. It is not practicable to make any further reduction. The accompanying analysis will show how these funds were expended in 1917 and how it is estimated they will be used in 1919.

The following omission is recommended, being a repetition. A similar provision for per diem of enlisted men is carried under subhead "Contingent":

And for per diem to enlisted men employed under the direction of the Quartermaster Department on the repair of barracks, quarters, and other public buildings on constant labor for periods of not less than ten days.

| Objects of expenditures. | Estimated, 1919 (35,000 men). | Expended, 1917 (14,981 men). |
|---|---|---|
| Wages, miscellaneous and temporary labor | $20,000.00 | $1,317.56 |
| Rent: | | |
| Headquarters, Washington, D. C | 10,000.00 | 10,000.00 |
| Quartermaster's stable, Washington, D. C | 1,080.00 | 900.00 |
| Depot of supplies, San Francisco, Cal | 10,500.00 | 10,500.00 |
| Storehouse, Philadelphia, Pa | 28,244.71 | 10,754.99 |
| Storehouse and barracks, Cavite, P. I | 840.00 | 840.00 |
| Storehouse, San Diego, Cal | ..... | 660.00 |
| Advanced base force, Philadelphia, Pa | 1,527.00 | 489.00 |
| Marine Officers' School, Gettysburg, Pa | ..... | 337.00 |
| Assistant paymaster, New York, N. Y | 2,500.00 | 2,500.00 |
| Assistant paymaster, Atlanta, Ga | 1,542.00 | ..... |
| Paris Island, S. C | 2,459.21 | ..... |
| Barracks, Guam | 398.00 | 398.00 |
| Quarters and offices, Haiti and Santo Domingo (estimated) | 17,837.08 | 33,209.19 |
| Extra-duty pay to enlisted men | 25,000.00 | 4,528.75 |
| Repairs and improvements to buildings | 860,000.00 | 142,310.51 |
| Total | 981,929.00 | 218,745.00 |

The CHAIRMAN. Is it necessary for you to build any more cantonments?

Gen. BARNETT. That would depend altogether on whether or not we get an increase in the number of men.

The CHAIRMAN. If you get an increase?

Gen .BARNETT. Yes, sir.

The CHAIRMAN. Could not they be trained in the existing cantonments?

Gen. BARNETT. It depends on where they go. If we keep them in this country, we would have an increase in cantonments. If they go to France, we can use the cantonments we have now with reasonable additions.

Mr. VINSON. But you would have to make some provision in France such as you have now?

Gen. BARNETT. That comes under the Army appropriation. They furnish all the necessary buildings and equipment, and they charge us with the amount afterwards. That is a question of a transfer of appropriations.

Mr. BUTLER. It is not contemplated to keep these marines at these points during war time is it?

Gen. BARNETT. I hope not. I hope they will go to France.

Mr. BUTLER. Of course, if they are removed, the increase can simply take the place of them?

Gen. BARNETT. Yes. Right at this point I would say that I feel that at Port Royal—that is our general recruiting station—we will have a very fair show of taking care of any increase you will give us.

Mr. BUTLER. You mean without additional construction?

Gen. BARNETT. Without additional construction at Port Royal.

The CHAIRMAN. How about other places?

Gen. BARNETT. At Quantico it would depend on what the powers that be decide to do about sending men to France.

Mr. VINSON. Of course, if you increase the personnel and do not remove the soldiers, you have to have a place for them to live?

Gen. BARNETT. Yes, sir. In that connection I will say this, that more and more it is becoming apparent that we must establish in some permanent place like Quantico places for our men to live.

The New York barracks inclosure, as you know, has been built up with an 11-story building for supplies and accounts department. The men are still living there in the barracks, but it is only a question of a very short time until that whole barracks will go. They have at Annapolis taken the barracks for the Naval Academy, and at Norfolk they may have to take our two barracks. That undoubtedly, in the very near future, will be taken for naval purposes.

The CHAIRMAN. Are you not getting some location on Hampton Roads?

Gen. BARNETT. No, sir. We did not want anything, because the ground is entirely unsuitable for us. It is just a level, flat plain, and for training marines for war purposes we must have different ground from that. For the ordinary close order drills it is all right, but for war training it is utterly worthless.

The CHAIRMAN. You want rougher ground?

Gen. BARNETT. Yes, sir. You must have the kind of ground men are likely to fight over. I would like nothing better than to have the members of this committee go to Quantico and see that there we are training the men absolutely for war conditions. The trenches, I have been reliably told, are equal to anything in France.

Mr. BUTLER. What kind of buildings are there?

Gen. BARNETT. Wooden buildings.

Mr. BUTLER. They keep the men warm?

Gen. BARNETT. Yes, sir.

Mr. BROWNING. How many marines have you in New York?

Gen. BARNETT. About 400.

Mr. BROWNING. With just the guard, how many would you have?

Gen. BARNETT. I do not think we can spare a man. I think we would have to have more. They are not only guarding the New York Navy Yard, which on account of the war has established a great many more posts, but we have outside stations on the docks.

Mr. BROWNING. That was my idea, that you could not reduce them there at all.

Gen. BARNETT. The building they are actually in in New York must go, because it is absolutely essential for activities in the Navy.

Mr. BROWNING. Where are you going to put them?

Gen. BARNETT. That will depend on future consideration.

The CHAIRMAN. Next item is "Forage, Marine Corps," and that is increased on account of the enlarged activities?

Gen. BARNETT. Largely on account of the fact that we have half a regiment mounted. We had to buy all the horses and equipment—saddles, blankets, and so forth—to equip that half regiment mounted, to make possible rapid movement about the country where they are on duty. They are now in use every day.

Gen. MCCAWLEY. There are also horses in Santo Domingo and Haiti, or over 1,000 horses in all. I have estimated exactly the same amount here, Mr. Chairman, as we had last year.

The amount of the estimate, i. e., $128,400, is the same as appropriated for 1917–18. Expenditures from this fund can only be used for a specific purpose, that of providing forage for public animals and for forage and stabling of the authorized number of officers' horses; therefore the expenses vary considerably as the number of animals are increased or decreased, as the case may be, to meet service conditions. It costs about $180 per year to subsist an animal, based on the current contract prices. Last year (1917) it cost about $156 per year to subsist an animal. Notwithstanding the increase in the cost of forage over the price paid last year I did not think it necessary to ask for an increase in the appropriation, as motor trucks are largely used in the place of animals. It will be observed from the accompanying data that a large number of animals are provided for expeditionary service, and, of course, these animals will be disposed of when the troops return to their home station. However, if a state of war exists throughout the period for which these estimates are submitted, it may be necessary to ask for additional funds under this subhead if expenditures continue the same proportion as they have so far during the present fiscal year (1917–18). Since these estimates were submitted 500 additional horses have been authorized for the troops operating on expeditionary service, and if they continue there during the entire year the sum asked for may not be sufficient.

*Horses and mules on charge in Marine Corps.*

| | Horses. | Mules. | | Horses. | Mules. |
|---|---|---|---|---|---|
| Cavite Barracks | 1 | ..... | Pensacola Fla. | ..... | 1 |
| Cavite depot | 3 | ..... | Peking, China | 25 | 13 |
| Charleston, S. C | 1 | 2 | Philadelphia Barracks | 5 | 2 |
| Dover, N. J | 2 | ..... | Portsmouth, H. H.: | | |
| Guam | 5 | 10 | Barracks | 2 | ..... |
| Guantanamo, Cuba | 1 | 5 | Prison | 4 | ..... |
| Hingham, Mass | 6 | ..... | Puget Sound, Wash | 5 | 2 |
| Managua, Nicaragua | 1 | 4 | Quantico depot | [1] 35 | 2 |
| Mare Island, Cal | 16 | ..... | Washington, D. C. (headquarters) | 5 | ..... |
| Norfolk, Va | ..... | 5 | Haiti and San Domingo | 441 | 71 |
| Olongapo, P. I | 2 | 2 | | | |
| Paris Island, S. C | 15 | 5 | Total on hand | 578 | 126 |
| Pearl Harbor, Hawaii | 3 | 2 | | | |

[1] 6 horses and 2 mules formerly at Winthrop, Md.; 500 additional horses ordered for other expeditionary forces.

| Objects of expenditure. | Estimated, 1919 (35,000 men). | Expended, 1917 (14,981 men) |
|---|---|---|
| Stabling | $500.00 | $370.39 |
| Forage in kind | 127,900.00 | 73,951.61 |
| Total | 128,400.00 | 74,322.00 |

The CHAIRMAN. Will that meet your requirements?

Gen. MCCAWLEY. I am in hopes we will get through with it, sir. It is pretty hard to tell, because it depends entirely upon the exact number of animals we have and what we have to pay for forage. It is a mathematical calculation.

The CHAIRMAN. Next item is "Commutation of quarters, Marine Corps." You are asking for the same sum you had last year?

Gen. McCawley. Those funds under that head are used for specific purposes, as provided for by law, and it depends entirely on how many officers and men are on duty that entitled them to commutation and quarters, as to whether they get it or not; that can only be determined by the general's directions as to their assignment.

The Chairman. And you make the best estimates you can?

Gen. McCawley. We make the best estimate we can covering the possible assignment. We only have permanent quarters in the corps for 121 officers out of 1,230.

*Statement of the number of officers' quarters at the different posts of the Marine Corps.*

| Posts. | Number of quarters. | Posts. | Number of quarters. |
|---|---|---|---|
| Boston, Mass | 4 | Paris Island, S. C | 12 |
| Cavite Barracks | 2 | Pearl Harbor, Hawaii | 5 |
| Charleston, S. C | 4 | Peking, China | 6 |
| Guam | 1 | Pensacola, Fla | 2 |
| Guantanamo, Cuba | 4 | Philadelphia, Pa | 20 |
| Key West, Fla | 2 | Portsmouth (N. H.) Barracks | 4 |
| Managua, Nicaragua | 2 | Puget Sound, Wash | 7 |
| Mare Island, Cal | 7 | Washington (D. C.) Barracks | 6 |
| New Orleans, La | 3 | Washington (D. C.) Navy Yard | 4 |
| New York, N. Y | 7 | | |
| Norfolk, Va | 15 | Total | 121 |
| Olongapo, P. I | 4 | | |

| | Estimated, 1919 (35,000 men). | Expended, 1917 (14,981 men). |
|---|---|---|
| Commutation for officers | $150,000.00 | $61,510.00 |
| Commutations, enlisted men, staff officers | 100,000.00 | 51,736.54 |
| Commutations, enlisted men, recruiting duty | 90,000.00 | 45,446.00 |
| Commutations, enlisted men, posts | 14,552.00 | 2,949.06 |
| Total | 354,552.00 | 161,641.60 |

Gen. Barnett. All the officers in France can be cut out of that; also in the field—Haiti and Santo Domingo.

The Chairman. The 10 per cent increase takes care of that, does it?

Gen. Barnett. Yes.

The Chairman. The next item is "Contingent, Marine Corps." You are asking for more than you had last year, are you not?

Gen. McCawley. The contingent appropriation is what we call the "housekeeping appropriation," and embraces almost everything that is not covered by other subheads of the general appropriation, and there is a constant drain on it. It never ceases, and it is a very difficult appropriation to handle.

The Chairman. It is your general working appropriation?

Gen. McCawley. It is our general working appropriation. We have already had to ask for a deficiency this year under that subhead of $1,180,000 because we can not get through with the amount we have.

Mr. Vinson. Do you propose to follow out your plan of bringing back to this country for interment bodies of Marines?

Gen. Barnett. Yes, sir; if it does not interfere with the transportation of men.

Mr. LITTLEPAGE. And it is your purpose to bring them back?

Gen. BARNETT. Our transportation is all done on Navy transports.

Mr. BRITTEN. Have you brought any men back so far?

Gen. BARNETT. We have had only a few men killed.

Mr. BRITTEN. They have not been brought back?

Gen. BARNETT. They have not.

Mr. BRITTEN. They will be?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. In France you have conflict with the French law, do you not? I understand that the law of France prohibits the disinterment for a certain length of time?

Gen. BARNETT. In France you can not disinter a man for one year.

Mr. BRITTEN. You are subject to rules laid down by Gen. Pershing?

Gen. BARNETT. Absolutely. They will have to remain there until such time as they can be taken up later.

Gen. McCAWLEY. I am suggesting a readjustment of the wording of contingent followed there on page 120 of this book, which is in accordance with the desire of the Treasury Department circular issued by them, in order to simplify that appropriation, and it reduces the wording of the appropriation very much, and is done with the intent of placing all the items of similar character together in groups, but does not grant any additional authority under it.

Mr. VINSON. For which the contingent fund may be applied?

Gen. McCAWLEY. Yes; for which the contingent fund may be applied. It is simplified, eliminating a great deal of duplication.

The CHAIRMAN. We will make a memorandum of it.

Gen. McCAWLEY. I append required data under this appropriation.

*Contingent.*

| Employees. | Rate. | Estimated, 1919 (35,000 men). | Expended, 1917 (14,981 men). |
|---|---|---|---|
| Box makers ..... per diem | $2.40–$3.20 | 4 | 4 |
| Electricians ..... do | 2.96– 4.32 | 2 | ..... |
| Firemen ..... do | 2.08– 2.72 | 3 | 2 |
| General helpers ..... do | 1.36– 2.48 | 114 | 68 |
| Janitor ..... do | 2.24 | ..... | 1 |
| Joiners ..... do | 2.96– 4.00 | 5 | 4 |
| Machinists ..... do | 2.72– 4.32 | 19 | 15 |
| Packer ..... do | 2.56 | 1 | 1 |
| Painters ..... do | 2.80– 3.52 | 2 | 2 |
| Plumbers ..... do | 3.20– 4.40 | 2 | 1 |
| Woodworkers ..... do | 2.40– 3.60 | 26 | 16 |
| Checker ..... do | 4.50 | 1 | ..... |
| Laundrymen ..... do | 4.50 | 3 | ..... |
| Laundresses ..... do | 2.50 | 6 | ..... |
| Laborers ..... do | 2.50 | 36 | ..... |
| Chief engineers ..... per month | 150.00 | 2 | ..... |
| Engineers ..... do | 125.00 | 7 | ..... |
| Superintendent woodworking shop ..... do | 150.00 | 1 | 1 |
| Salaries and wages | ..... | $223,492.00 | $72,935.44 |
| Miscellaneous temporary labor at Paris Island, S. C., $1.50 per diem | ..... | 46,950.00 | ..... |
| OTHER OBJECTS OF EXPENDITURE. | | | |
| Water | ..... | 100,000.00 | 29,149.83 |
| Books, newspapers, and periodicals | ..... | 100,000.00 | 8,878.76 |
| Stationery, office supplies, and furniture | ..... | 125,000.00 | 59,993.72 |
| Telegraph and telephone service | ..... | 35,000.00 | 10,903.17 |
| Horseshoeing | ..... | 10,000.00 | 3,857.62 |
| Laundry | ..... | 50,000.00 | 10,263.26 |
| Motor trucks, motorcycles, horse equipment, etc. | ..... | 768,889.00 | 136,325.32 |
| Furniture for officers' quarters | ..... | 25,000.00 | 29,839.15 |
| Disinfectants and cleansers | ..... | 66,700.00 | 19,429.95 |

*Contingent*—Continued.

| Employees. | Rate. | Estimated, 1919 (35,000 men). | Expended, 1917 (14,981 men) |
|---|---|---|---|
| OTHER OBJECTS OF EXPENDITURE—continued. | | | |
| Mess utensils | | $281,946.00 | $26,611.58 |
| Freight and express | | 200,000.00 | 84,739.90 |
| Machinery and equipment | | 15,000.00 | 6,555.05 |
| Packing and crating | | 80,000.00 | 38,869.83 |
| Reward for deserters | | 5,000.00 | 3,464.60 |
| Purchase and hire of horses and mules | | 40,000.00 | 17,364.44 |
| Repairs and improvements to sewer, water, light, and heating systems | | 150,000.00 | 56,739.22 |
| Repairs and improvements to roads, walks, parade grounds, etc. | | 225,000.00 | 10,197.13 |
| Printing and binding | | 100,000.00 | 31,682.40 |
| Burial expenses | | 3,000.00 | 738.99 |
| Advertising | | 3,000.00 | 781.49 |
| Typewriters and computing machines | | 50,000.00 | 10,974.21 |
| Veterinary services and medicines | | 5,000.00 | 2,113.56 |
| Extra-duty pay | | 60,000.00 | 56,010.28 |
| Barracks and camp equipment | | 1,275,103.00 | 209,426.59 |
| Miscellaneous | | 500,000.00 | 11,689.36 |
| Lubricants | | 50,000.00 | 4,377.48 |
| Postage stamps | | 5,000.00 | 2,257.67 |
| Total | | 4,599,080.00 | 956,161.00 |

*List of supplies by the Marine Corps for the fiscal year 1919.*

[Subhead "Contingent."]

| | |
|---|---|
| 500,000 yards bobbinet, 28-inch | $110,000.00 |
| 250,000 yards bobbinet, 34-inch | 67,500.00 |
| 250,000 yards bobbinet, 50-inch | 100,000.00 |
| 50 gross bolts, halter, 1¼-inch, M. I. B | 100.00 |
| 200 gross buckles, B. B., ⅝-inch | 500.00 |
| 400 gross buckles, B. B., ½-inch | 1,760.00 |
| 5,000 buckles, B. B., 1⅜-inch | 450.00 |
| 400 gross buckles, bridle, B. B., ¾-inch | 1,900.00 |
| 100 gross buckles, friction, 1½-inch | 450.00 |
| 200 gross buckles, M. I. B., 1⅛-inch | 1,000.00 |
| 50 gross buckles, B. N., roller, 1¼-inch | 350.00 |
| 50 gross buttons, saddle, B. B | 232.50 |
| 5,000 tubes cotton, sewing, No. 36, white, 12,000 yards | 10,250.00 |
| 150,000 yards drilling, bleached, 30-inch, 5½-ounce | 24,000.00 |
| 8,000 yards duck, white cotton, 16-ounce, 22-inch | 3,600.00 |
| 200 gross holders, ring, B. B | 840.00 |
| 6,000 square feet leather, russet, 5 to 6 ounce | 4,380.00 |
| 25,000 square feet leather, russet, 7 to 8 ounce | 18,750.00 |
| 15,000 square feet leather, russet, 9 to 10 ounce | 11,700.00 |
| 20,000 square feet leather, russet, 12 to 12½ ounce | 19,200.00 |
| 3,000 square feet leather, scarlet, enamel | 1,800.00 |
| 1,000 square feet leather, strap, black | 750.00 |
| 200 gross loops, footman, high, B. B | 800.00 |
| 500 gross loops, footman, low, B. B | 2,090.00 |
| 150,000 yards muslin, unbleached, 35-inch | 18,000.00 |
| 200,000 yards muslin, unbleached, 48-inch | 38,000.00 |
| 200 cartons nails, saddle | 144.00 |
| 400 gross ovals, saddle | 400.00 |
| 1,200 gross rings, harness | 7,200.00 |
| 6,000 rings, M. I., bronzed, 2-inch | 180.00 |
| 4,000 rings, quarter strap | 360.00 |
| 4,000 rings, swivel, M. I., bronzed | 400.00 |
| 5,000 rosettes, bridle | 343.75 |
| 200 gross squares, M. I. B., 1¾ by 1⅜ inches | 900.00 |
| 5,000 stirrups | 2,125.00 |
| 2,000 trees, saddle | 9,000.00 |
| 250 gallons alcohol, wood | 212.50 |

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|---|---|
| 12 ambulances, motor | $60,000.00 |
| 50 ammeters, volt | 37.50 |
| 25 anvils | 327.50 |
| 200 awls, stitching | 66.00 |
| 10,000 axes, with handles | 9,000.00 |
| 10,000 axes, pick, with handles | 6,200.00 |
| 2,000 bags, feed, nose | 1,600.00 |
| 1,000 bags, saddle | 12,000.00 |
| 350 barrels, water | 962.50 |
| 15,000 basins, wash | 6,000.00 |
| 3,000 basins, wash, collapsible | 1,320.00 |
| 2,500 baskets, wire, desk | 325.00 |
| 25,000 batteries, dry | 5,750.00 |
| 400 pounds beeswax | 180.00 |
| 250 belts, safety, lineman's | 950.00 |
| 2,000 binders, looseleaf, property return | 3,960.00 |
| 3,000 binders, for system of accountability | 6,510.00 |
| 15,000 bits, brace | 4,500.00 |
| 5,000 bits, curb | 2,950.00 |
| 5,000 bits, curb, pony, with chains and hooks | 3,750.00 |
| 2 000 bits, gimlet | 100.00 |
| 1 000 bits, snaffle | 170.00 |
| 8,000 blades, hack saw | 240.00 |
| 1,000 blades, meat saw | 260.00 |
| 5,000 blankets, saddle | 25,000.00 |
| 500 sets block and tackle | 6,500.00 |
| 2,000 blotters, hand | 500.00 |
| 10,000 boats, gravy | 6,900.00 |
| 50 bobs, plumb | 4.00 |
| 5,000 boilers, copper, large | 82,500.00 |
| 900 boilers, copper, small | 6,075.00 |
| 1,200 sets boilers, tin, nested | 14,400.00 |
| 6,000 bottles, vinegar | 180.00 |
| 2,000 bowls, sirup, enamel | 380.00 |
| 8,000 bowls, sugar | 5,920.00 |
| 2,000 bowls, sugar, enamel | 1,480.00 |
| 8,000 boxes, pepper | 800.00 |
| 500 braces, ratchet | 575.00 |
| 200 bridles, watering | 400.00 |
| 1,000 broilers | 480.00 |
| 36,000 brooms, corn | 21,600.00 |
| 10,000 brooms, pavement | 7,200.00 |
| 2,000 brooms, whisk | 600.00 |
| 500 brushes, dust | 300.00 |
| 5,000 brushes, fitch | 550.00 |
| 1,200 brushes, floor | 1,944.00 |
| 5,000 brushes, horse | 7,200.00 |
| 2,000 brushes, kalsomine | 3,300.00 |
| 500 brushes, marking | 80.00 |
| 1,000 brushes, nail | 510.00 |
| 6,000 brushes, paint, 3–0 | 1,860.00 |
| 6,000 brushes, paint, No. 6 | 780.00 |
| 3,000 brushes paint, 8–0 | 1,710.00 |
| 1,000 brushes, painters', duster | 300.00 |
| 1,000 brushes, painters', wall | 1,520.00 |
| 2,000 brushes, paste, target | 100.00 |
| 35,000 brushes, scrubbing | 4,550.00 |
| 500 brushes, stencil | 125.00 |
| 600 brushes, stove | 90.00 |
| 2,000 brushes, toilet, hair | 1,280.00 |
| 4,000 brushes, whitewash | 9,680.00 |
| 2,000 buckets, collapsible | 1,100.00 |
| 20,000 bunks, iron | 100,000.00 |
| 5,000 burners, lantern | 400.00 |
| 5,000 buttons, pearl, pepper box top | 250.00 |
| 6,000 buttons, pearl, saltcellar top | 300.00 |
| 50 cabinets, veterinarian | 300.00 |

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|---|---|
| 6,000 pounds candles | $600.00 |
| 50 carts, dump | 2,000.00 |
| 250 carts, hand | 8,750.00 |
| 300 cases, sketching, Cavalry | 4,125.00 |
| 5,000 chains, curb, with hooks | 1,250.00 |
| 12,000 chairs, barracks | 15,000.00 |
| 5,000 chairs, folding | 13,750.00 |
| 2,000 gross chalk, white | 300.00 |
| 150 chisels, box | 36.00 |
| 1,000 chisels cold | 160.00 |
| 6,000 chisels, wood, assorted | 2,280.00 |
| 500 coppers, meat | 3,080.00 |
| 2,000 cinchas, horse | 4,980.00 |
| 2,000 cinchas, pony | 3,260.00 |
| 100 clamps, splicing | 155.00 |
| 5,000 bottles cleaner, russet leather | 300.00 |
| 500 cleavers | 625.00 |
| 250 pairs climbers, pole | 1,000.00 |
| 2,000 clocks | 9,000.00 |
| 20,000 sheets cloth, emery | 400.00 |
| 3,000 combs, curry | 210.00 |
| 1,000 combs, horse | 240.00 |
| 500 combs, toilet | 55.00 |
| 200 comealongs | 110.00 |
| 50 compasses, wing | 12.50 |
| 200 coolers, water | 2,000.00 |
| 12,000 feet cord, lamp | 360.00 |
| 2,000 corkscrews | 400.00 |
| 2,000 covers, horse | 8,000.00 |
| 3,000 crayons, marking | 30.00 |
| 25 creasers | 6.25 |
| 1,000 crowbars | 990.00 |
| 1,000 cruppers, pony | 750.00 |
| 30,000 cups | 5,700.00 |
| 12,000 cups, enamel | 1,920.00 |
| 3,000 cups, sponge | 150.00 |
| 100 sets cushions, typewriter key | 300.00 |
| 300 cutters, glass | 48.00 |
| 150 cutters, pipe | 225.00 |
| 25 sets dies, steel, letters and numerals | 139.50 |
| 2,000 dishes, butter, enamel | 1,900.00 |
| 6,000 dishes, vegetable | 4,860.00 |
| 2,000 dishes, vegetable, enamel | 2,740.00 |
| 15,000 gallons disinfectant | 22,500.00 |
| 100 disks, striking bag | 1,050.00 |
| 500 gallons drier, Japan | 360.00 |
| 400 dusters, feather | 1,116.00 |
| 3,000 erasers, steel | 1,050.00 |
| 250 extinguishers, fire | 1,250.00 |
| 5,000 files, assorted | 1,050.00 |
| 250 files, document, steel, 2-drawer | 1,312.50 |
| 50 files, prong, simplex | 132.50 |
| 1,000 files, saw, assorted | 90.00 |
| 200 filters, siphon, complete | 15,750.00 |
| 30 forges, portable | 240.00 |
| 2,400 forks, carving | 1,440.00 |
| 300 forks, manure | 246.00 |
| 1,000 forks, meat | 170.00 |
| 300 forks, pitch | 150.00 |
| 30,000 forks, table | 4,800.00 |
| 300 frames, hack saw | 120.00 |
| 100 friends, plumbers | 140.00 |
| 500 funnels | 210.00 |
| 200 funnels, large | 100.00 |
| 50 furnaces, gasoline, plumbers | 195.00 |
| 20,000 gallons gasoline | 4,800.00 |
| 20,000 globes, lantern | 14,000.00 |

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|---|---|
| 600 graters | $360.00 |
| 2,000 grates, field range | 500.00 |
| 4,000 boxes grease, axle | 600.00 |
| 5,000 pounds grease, cup | 1,000.00 |
| 10,000 pounds grease, transmission | 2,000.00 |
| 600 griddles | 1,890.00 |
| 200 grinders, tool | 700.00 |
| 300 guidons, silk | 1,095.00 |
| 250 halyards, post and storm | 1,625.00 |
| 250 hammers, ball peen | 95.00 |
| 50 hammers, brick | 31.00 |
| 6,000 hammers, claw | 2,760.00 |
| 50 hammers, hand, blacksmith | 35.00 |
| 50 hammers, shoe | 20.50 |
| 50 hammers, shoeing | 28.50 |
| 400 hammers, sledge | 360.00 |
| 50 hammers, tack | 70.00 |
| 5,000 handles, ax | 500.00 |
| 1,500 handles, chisel | 75.00 |
| 4,000 handles, hammer | 160.00 |
| 4,000 handles, hatchet | 200.00 |
| 8,000 handles, mop | 1,280.00 |
| 3,000 handles, pickax | 390.00 |
| 1,000 handles, sledge-hammer | 120.00 |
| 50 hardies | 19.00 |
| 100 sets harness, dump-cart | 2,500.00 |
| 25 sets harness, lead, double | 1,125.00 |
| 50 sets harness, wheel, double | 2,700.00 |
| 6,000 hasps, hinge, assorted | 360.00 |
| 5,000 hatchets | 2,250.00 |
| 8,000 pairs hinges, assorted | 800.00 |
| 2,000 hoes, iron | 700.00 |
| 300 hooks, box | 48.00 |
| 600 hooks, brush | 450.00 |
| 500 inkstands, banker | 200.00 |
| 4,000 inkstands, metal top | 400.00 |
| 800 inkstands, nonspilling | 80.00 |
| 10,000 insulators, glass | 300.00 |
| 40 irons, branding, U. S. M. C | 60.00 |
| 500 pairs irons, hand | 1,250.00 |
| 250 pairs irons, leg | 875.00 |
| 150 irons, soldering | 141.00 |
| 50 kits, tool, inspectors | 150.00 |
| 40,000 knives | 6,000.00 |
| 2,500 knives, bread | 800.00 |
| 2,400 knives, carving | 1,680.00 |
| 250 knives, drawing | 190.00 |
| 300 knives, electrician's | 168.00 |
| 50 knives, gauge | 65.00 |
| 2,000 knives, meat | 1,300.00 |
| 100 knives, paring | 7.00 |
| 200 knives, putty | 50.00 |
| 50 knives, saddler | 25.00 |
| 30,000 knives, table | 6,000.00 |
| 50 knives, trimming | 10.00 |
| 1,000 ladles, large | 500.00 |
| 2,000 ladles, small | 500.00 |
| 400 pounds lampblack | 80.00 |
| 50,000 lamps, electric | 37,500.00 |
| 10,000 lanterns, oil | 7,500.00 |
| 3,000 pounds lead, red | 300.00 |
| 30,000 pounds lead, white | 3,000.00 |
| 500 levels, spirit | 450.00 |
| 10,000 pounds lime, chloride of | 500.00 |
| 50,000 feet line, clothes | 250.00 |
| 50 lines, chalk | 12.50 |
| 2,000 linings, field range, sets | 4,000.00 |
| 5,000 links, end, bunk spring | 7.50 |

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|---|---|
| 5,000 links, regular, bunk spring | $7.50 |
| Lumber, assorted (not estimated on finished articles) | 300,000.00 |
| 30,000 cans lye | 2,100.00 |
| 1,000 lockers, trunk | 7,000.00 |
| 50 machines, stapling | 112.50 |
| 2,000 mallets, long handles | 1,200.00 |
| 1,000 boxes matches, gross | 750.00 |
| 600 mats, door, coco | 1,350.00 |
| 25,000 mattresses | 125,000.00 |
| 250 mills, coffee | 1,400.00 |
| 25,000 mops | 7,500.00 |
| 200 motorcycles | 55,000.00 |
| 10,000 pounds nails, cement coated | 500.00 |
| 10,000 pounds nails, horseshoe | 600.00 |
| 5,000 pounds nails, roofing | 500.00 |
| 150,000 pounds nails, wire | 1,900.00 |
| 20,000 pounds naphthalene | 1,400.00 |
| 1,000 needles, bag | 20.00 |
| 1,000 needles, sail | 20.00 |
| 100 papers needles, harness | 4.00 |
| 50 nippers, cutting | 42.50 |
| 50 nippers, hoof | 52.50 |
| 1,200 nippers, wire | 600.00 |
| 10,000 gallons oil, crude | 1,500.00 |
| 50,000 gallons oil, kerosene | 10,000.00 |
| 5,000 gallons oil, linseed, boiled | 6,100.00 |
| 10,000 gallons oil, motor | 5,000.00 |
| 1,000 gallons oil, neat's-foot | 1,380.00 |
| 3,000 gallons oil, sperm | 3,720.00 |
| 500 oilers | 50.00 |
| 500 oilstones | 125.00 |
| 5,000 openers, can | 350.00 |
| 1,000 openers, letter | 250.00 |
| 20 ovens, complete, baker's | 14,000.00 |
| 6,000 padlocks | 7,500.00 |
| 1,000 pads, desk | 500.00 |
| 1,000 pads, stamp | 200.00 |
| 5,000 paint, battleship gray | 6,250.00 |
| 50 tubes paint, green | 12.50 |
| 500 palms, sail | 250.00 |
| 6,000 pans, dish | 7,500.00 |
| 500 pans, dust | 150.00 |
| 600 pans, frying | 300.00 |
| 1,200 pans, roasting, 18-inch | 1,200.00 |
| 1,200 pans, roasting, 24-inch | 2,400.00 |
| 1,500 pans, sauce | 1,650.00 |
| 10,000 double sheets paper, fly | 200.00 |
| 8,000 rolls paper, roofing | 5,600.00 |
| 300,000 rolls paper, toilet | 42,000.00 |
| 2,000 peelers, potato | 200.00 |
| 5,000 pounds petroleum | 500.00 |
| 25,000 pillows | 14,000.00 |
| 50 pincers, shoeing | 21.00 |
| 200 pincers | 52.00 |
| 3,000 pitchers, sirup | 2,250.00 |
| 6,000 pitchers, water, enamel | 9,000.00 |
| 4,000 pitchers, water, enamel, 1-pint | 2,000.00 |
| 600 planes, jack | 750.00 |
| 600 planes, smoothing | 750.00 |
| 6,000 plates, D, bunk springs | 15.00 |
| 30,000 plates, dinner | 7,500.00 |
| 12,000 plates, dinner, enamel | 3,000.00 |
| 4,000 plates, meat | 10,000.00 |
| 2,000 plates, meat, enamel | 1,200.00 |
| 30,000 plates, soup | 7,500.00 |
| 12,000 plates, soup, enamel | 2,400.00 |

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|---|---|
| 5,000 plates, square, bunk spring | $12.50 |
| 300 pliers, flat | 150.00 |
| 300 pliers, lineman | 210.00 |
| 300 pliers, gas | 150.00 |
| 2,000 plugs, spark | 1,000.00 |
| 200 pointers, pencil | 20.00 |
| 8,000 cans polish, glass | 800.00 |
| 8,000 boxes polish, russet leather | 400.00 |
| 1,200 cakes polish, stove | 60.00 |
| 2,000 pots, coffee, enamel | 2,400.00 |
| 300 pots, marking | 75.00 |
| 4,000 pots, mustard | 1,200.00 |
| 300 pots, stock, aluminum, 15-gallon | 6,000.00 |
| 300 pots, stock, aluminum, 20-gallon | 6,900.00 |
| 300 pots, stock, aluminum, 25-gallon | 8,100.00 |
| 500 boxes powder, hydroxide | 6,500.00 |
| 75,000 packages powder, soap | 3,000.00 |
| 50 pritchels | 12.50 |
| 800 pullers, nail | 480.00 |
| 25 pullers, stump | 750.00 |
| 50 punches, belt, revolving | 50.00 |
| 300 punches, round | 60.00 |
| 1,000 racks, pen | 100.00 |
| 2,400 rakes, iron | 1,440.00 |
| 250 rasps, horse | 100.00 |
| 350 rasps, wood | 140.00 |
| 2,000 reins, bridle | 3.000.00 |
| 20,000 rods, T, bunk | 6,000.00 |
| 1,200 rulers, 12-inch | 360.00 |
| 2,000 rulers, 18-inch | 1,000.00 |
| 2,000 rules, 2-foot, folding | 800.00 |
| 2,000 saddles, riding | 74,000.00 |
| 200 safes, field | 7,200.00 |
| 6,000 saltcellars | 900.00 |
| 50,000 sheets sand paper | 500.00 |
| 20,000 cakes Sapolio, hand | 1,200.00 |
| 30,000 cakes Sapolio, scouring | 1,500.00 |
| 30,000 saucers | 6,000.00 |
| 12,000 saucers, enamel | 1,800.00 |
| 150 saws, compass | 105.00 |
| 1,200 saws, crosscut | 1,020.00 |
| 120 saws, crosscut, with handles | 252.00 |
| 400 saws, keyhole | 80.00 |
| 800 saws, meat | 640.00 |
| 600 saws, rip | 510.00 |
| 150 scales, beam | 225.00 |
| 240 scales, counter | 1,584.00 |
| 150 scales, platform | 3,225.00 |
| 150 scales, postal | 840.00 |
| 1,000 scoops, flour | 250.00 |
| 250 scrapers, box | 125.00 |
| 250,000 square feet screening, wire | 7,500.00 |
| 1,000 screw drivers | 120.00 |
| 150 screwdrivers, ratchet | 180.00 |
| 350 screw drivers, typewriter | 35.00 |
| 150 screws, jack | 337.50 |
| 10,000 gross screws, wood, assorted | 3,000.00 |
| 1,000 scuttles, coal | 1,200.00 |
| 500 scythes | 500.00 |
| 250 sets, nail | 15.00 |
| 200 sets, rivet | 120.00 |
| 600 sets, saw | 300.00 |
| 1,200 shears, office | 720.00 |
| 400 shears, tinners | 400.00 |
| 50,000 pounds shoes, horse | 2,500.00 |
| 25,000 pounds shoes, mule | 1,750.00 |
| 20,000 pounds shoes, pony | 1,400.00 |

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|---|---|
| 5,000 shovels, short-handle, round point | $4,000.00 |
| 5,000 shovels, short-handle, square point | 3,750.00 |
| 2,400 sickles | 480.00 |
| 500 sifters, flour | 650.00 |
| 600 skinners | 180.00 |
| 300 snaths, scythe | 150.00 |
| 1,000 pounds soap, castile | 200.00 |
| 300,000 pounds soap, laundry | 9,000.00 |
| 4,000 pounds soap, saddle | 600.00 |
| 150,000 pounds soap, salt water | 15,000.00 |
| 60,000 cakes soap, toilet | 3,000.00 |
| 2,000 pounds solder | 800.00 |
| 4,000 spades | 3,200.00 |
| 600 spigots, brass | 900.00 |
| 200 spokeshaves | 50.00 |
| 600 sponges, horse | 600.00 |
| 600 spoons, basting | 60.00 |
| 2 000 spoons, mustard | 40.00 |
| 30,000 spoons, table | 4,500.00 |
| 30,000 spoons, tea | 3,000.00 |
| 10,000 sets springs, bunk, complete | 10,000.00 |
| 8,000 springs, helical, bunk | 6,400.00 |
| 2,500 spurs, dull point | 750.00 |
| 500 squares, steel | 250.00 |
| 400 squares, try | 200.00 |
| 600 steels, butchers | 300.00 |
| 100 stamps, steel, U. S. M. C | 200.00 |
| 500 pounds staples | 125.00 |
| 400 stencils, brass, ½-inch | 460.00 |
| 400 stencils, brass, 1-inch | 600.00 |
| 250 sticks, size | 62.50 |
| 50 stocks and dies, bolt | 200.00 |
| 100 stocks and dies, pipe | 1,050.00 |
| 500 stones, scythe | 20.00 |
| 500 straps, cinchas | 250.00 |
| 10,000 tacks, assorted, packages | 200.00 |
| 1,000 pounds tacks, double pointed | 150.00 |
| 2,000 pounds tape, insulated | 1,000.00 |
| 300 tapes, metallic, 75-foot | 675.00 |
| 300 tapes, metallic, 100-foot | 810.00 |
| 3,000 tierces | 3,750.00 |
| 20,000 cans polish, metal | 1,400.00 |
| 250 tongs, ice | 300.00 |
| 150 torches, blow | 487.50 |
| 50,000 yards toweling | 10,000.00 |
| 25,000 towels, hand | 7,500.00 |
| 1,000 traps, mouse | 60.00 |
| 500 traps, rat | 50.00 |
| 50 trowels, brick | 25.00 |
| 50 trowels, plasterers | 37.50 |
| 50 trowels, pointing | 15.00 |
| 250 trucks, hand | 2,500.00 |
| 50 trucks, box | 900.00 |
| 25,000 tumblers | 1,750.00 |
| 500 turners, cake | 150.00 |
| 1,000 gallons turpentine | 750.00 |
| 3,000 balls twine | 450.00 |
| 1,000 pounds twine, binding | 150.00 |
| 4,000 pounds twine, sail | 1,400.00 |
| 25 sets, type, letters and numerals | 175.00 |
| 6,000 V's, bunk spring | 18.00 |
| 1,000 gallons varnish | 1,000.00 |
| 50 vises, bench | 250.00 |
| 50 vises, pipe | 115.00 |
| 50 wagons, motor | 250,000.00 |
| 8,000 pounds waste, cotton | 1,200.00 |
| 1,000 weights, paper | 250.00 |

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|---|---|
| 1,000 wheelbarrows, iron | $5,400.00 |
| 25,000 wicks, lantern | 250.00 |
| 2,000 wicks, oil stove | 200.00 |
| 100,000 pounds wire, barbed | 5,000.00 |
| 1,000 wrenches, monkey | 700.00 |
| 2,000 wrenches, pipe | 2,200.00 |
| 250 chairs, office, revolving | 2,500.00 |
| 50 chairs, typewriter | 400.00 |
| 25 desks, flat top | 1,000.00 |
| 25 duplicators | 750.00 |
| 12 machines, adding | 1,800.00 |
| 150 machines, pencil pointing | 150.00 |
| 100 stands, typewriter, swinging | 400.00 |
| 500 typewriters | 31,000.00 |
| Material for garbage cans, water cans, and galvanized iron buckets | 36,800.00 |
| Material for general manufacturing purposes in machine shop | 10,420.00 |
| Spare parts for automobiles | 100,000.00 |
| Spare parts for motorcycles | 50,000.00 |
| Stationery | 55,354.57 |
| 1,200 American Campaigns (Steele), 2 vols., Nos. 1 and 2 | 5,280.00 |
| 400 Army Cook's Manuals | 200.00 |
| 120 Civil Engineer's Pocketbooks | 540.00 |
| 200 Classification and Use of Fingerprints | 350.00 |
| 2,000 Compilation of General Orders, Circulars, and Bulletins of the War Department, 1881–1915 | 1,000.00 |
| 2,000 Description of the Automatic Pistol, Caliber .45 | 200.00 |
| 3,000 Description and Rules for the Management of the U. S. Rifle, Cal. .30, Model 1903 | 1,500.00 |
| 500 sets Drill Regulations for Field Artillery (Horse and Light), Vols. 1, 2, 3, and 4 | 500.00 |
| 3,000 Engineer's Field Manuals | 2,250.00 |
| 8,000 Field Message Books | 2,000.00 |
| 3,000 Field Service Regulations, U. S. Army | 1,200.00 |
| 2,000 Forms of Procedure, U. S. Navy | 1,500.00 |
| 100 Garrison Artillery Training, Vol. 3 | 50.00 |
| 500 Gunnery and Explosives | 250.00 |
| 100 Holy Bibles | 100.00 |
| 50 dictionaries | 50.00 |
| 1,000 Infantry Drill Regulations, U. S. Army | 500.00 |
| 1,000 Instructions for Assembling the Infantry Equipment, Model 1910 | 50.00 |
| 3,000 Instructions for the Care and Repair of Small Arms and Ordnance Equipment | 300.00 |
| 500 Lessons in Practical Electricity | 1,000.00 |
| 1,500 Manuals of the Quartermaster Corps, U. S. Army | 2,250.00 |
| 4,000 Manuals of Interior Guard Duty, U. S. Army | 1,000.00 |
| 2,000 Manuals of the Paymaster's Department, U. S. Marine Corps | 2,000.00 |
| 50 Military Law and Procedure of Courts-Martial | 112.50 |
| 50 Pack Transportation, Quartermaster Corps | 25.00 |
| 100 Prayer Books, Catholic | 100.00 |
| 100 Prayer Books, Episcopalian | 100.00 |
| 25,000 Private's Manuals | 18,750.00 |
| 1,000 Recruiting Instructions, U. S. Marine Corps | 250.00 |
| 1,000 Rules of Land Warfare | 500.00 |
| 36,000 Score Books | 5,400.00 |
| 4,000 Small Arms Firing Manuals | 1,600.00 |
| 1,000 Suggestions to Militaryl Riflemen | 1,000.00 |
| 2,000 System of Accountabiity, U. S. Marine Corps | 5,000.00 |
| 1,000 Tables of Organization, U. S. Army | 250.00 |
| 4,000, The Landing Force and Small Arms Instructions, U. S. Navy | 4,000.00 |
| 1,000, The Operation and Tactical Use of the Lewis Automatic Machine Rifle | 500.00 |
| 4,000, The Ship and Gun Drills, U. S. Navy | 1,600.00 |
| 3,000 Uniform Regulations, U. S. Marine Corps | 3,000.00 |
| 4,000, The Deck and Boat Book, U. S. Navy | 1,000.00 |
| 3,000 U. S. Army Regulations | 2,250.00 |
| 20 Western Union Telegraph Codes | 360.00 |
| 500 Army Baker's Manuals | 250.00 |
| Total | 2,775,200.07 |

Gen. McCawley. There are two items I would like to speak of, sir, in connection with the Philadelphia depot that have been recommended.

The Chairman. Is there an estimate for them?

Gen. McCawley. Yes; one of them is a request for authority to spend the unexpended balance of appropriation of $200,000 which was appropriated in the act approved June 15, 1917, for the purchase of additional land in connection with that depot, and up to the present time we have expended there in that purchase $159,565. Col. Radford recommends that authority be given for the expenditure of the balance of the appropriation of about $40,000 for the purchase of a few little houses across Alter Street, just opposite the depot, which are occupied by Italian laborers now, in order to erect a garage there to take care of the necessary trucks that he uses in connection with his depot, and I think it would be a very wise expenditure of money.

The Chairman. Have you his recommendation?

Gen. McCawley. I have his recommendation.

The Chairman. Will you insert it in the record?

Gen. McCawley. I will, with pleasure.

Quartermaster Depot of Supplies,
*Philadelphia, Pa., November 7, 1917.*

Depot quartermaster to the quartermaster.
Subject: Addition to Philadelphia depot.
References: (*a*) Urgent deficiency act, approved June 15, 1917; (*b*) Open purchase requisition No. 1058; (*c*) Contract, Sterling Blower Co., October 3, 1917; (*d*) Letter quartermaster, Washington, November 6, 1917, No. 25948 to depot quartermaster.

Requested that appropriation of $200,000 mentioned in reference (*a*) be so worded that the present unobligated balance may be used for purchase of properties on South side of Alter Street, in order that said land may be used for a garage.

Cyrus S. Radford.

[First indorsement.]

Headquarters, Washington, *November 14, 1917.*

The quartermaster to depot quartermaster, Philadelphia.
References: (*a*) Letter, depot quartermaster, Philadelphia to quartermaster, November 7, 1917, attached; (*b*) Blue print of property purchased for use of Philadelphia depot, dated November 2, 1917, inclosed.

Returned for further information as to whether or not any additional funds will be required other than that on requisition 1058 for making changes or adapting building to uses connected with depot which would be chargeable to appropriation referred to ($200,000), which reads as follows:

"Depot of supplies, Marine Corps, Philadelphia, Pennsylvania: For the purchase of a strip of land in rear of the depot of supplies, Marine Corps, Philadelphia, Pennsylvania, extending about one hundred and forty-two feet on Washington Avenue and about two hundred and twenty-six feet on Fifteenth Street, with all buildings thereon, and for adapting said buildings to uses connected with the depot, $200,000."

Please note on accompanying blue print with red ink in property described in act has already been procured—if so note location on blue print; also advise to which appropriation expense was chargeable. Note on blue print exact location of property desired to be purchased situated on south side of Alter Street on which to erect garage. Return of papers requested.

C. L. McCawley.

[Second indorsement.]

PHILADELPHIA, PA., *November 20, 1917.*

Depot quartermaster to the quartermaster.

References: (*a*) Letter depot quartermaster, Philadelphia, to quartermaster, November 7, 1917, attached; (*b*) Blueprint of property purchased for use of Philadelphia depot, dated November 2, 1917, inclosed; (*c*) First indorsement quartermaster to depot quartermaster, Philadelphia, November 14, 1917, Nos. 25948, 25100, attached.

Returned with information that no additional funds other than the $200,000 are required. It is requested that for the words "about two hundred and twenty-six feet on Fifteenth Street," the following words be substituted: "about two hundred and forty-two feet on Fifteenth Street, and about two hundred and ten feet, six inches on the south side of Alter Street"; thus making the appropriation read:

"Depot of supplies, Marine Corps, Philadelphia, Pennsylvania: For the purchase of a strip of land in the rear of the depot of supplies, Marine Corps, Philadelphia, Pennsylvania, extending about one hundred and forty-two feet on Washington Avenue, and about two hundred and forty-two feet on Fifteenth Street, and about two hundred and ten feet, six inches on the south side of Alter street, with all buildings thereon, and for adapting said buildings to uses connected with the depot, $200,000."

The two properties purchased under this appropriation outlined in red ink, expense charged to appropriation "Navy Yard, Philadelphia, No. 204, addition quartermaster's depot," Marine Corps, Philadelphia. Additional property needed for garage and additional storage space as mentioned in modified wording of appropriation outlined in pencil on blue print—Bridgman property not yet purchased because property to which Bridgman Bros. Co. will move will not be ready until about January 1, 1918; will be purchased as soon as they can vacate—as certain dimensions on blue print forwarded with your first indorsement were in error, new plan made and is inclosed. Request six blue prints be made and returned with inclosed tracing and when new blue prints made, one returned herewith destroyed and new one substituted.

CYRUS S. RADFORD.

[Third indorsement.]

HEADQUARTERS,
*Washington, November 24, 1917.*

The quartermaster to depot quartermaster, Philadelphia.

References: (*a*) Letter DQP, 11-7-17, attached; (*b*) blue print of property purchased for use of Philadelphia depot, dated 11-2-17, inclosed; (*c*) second indorsement DQP, 11-20-17.

It is noted from paragraph 3 of reference (*c*) that the two properties referred to in the act reading:

"Purchase of a strip of land in the rear of the depot of supplies, Marine Corps, Philadelphia, Pa., extending about 142 feet on Washington Avenue and about 242 feet on Fifteenth Street and about 210 feet 6 inches on the south side of Alter Street, with all buildings thereon."

were charged to the appropriation "Navy yard, Philadelphia, Pa., No. 204, addition quartermaster's depot, Marine Corps, Philadelphia," which refers to funds under "Public works" provided in act making appropriation for naval service for current fiscal year, approved March 4, 1917. The charge against the appropriation named is in error, as the $200,000 referred to forms a part of the appropriation "Maintenance, Quartermaster's Department, Marine Corps," provided for in act approved June 15, 1917, making appropriation to supply urgent deficiencies, etc. Depot quartermaster should take necessary steps to make proper adjustment and advise this office definitely, with return of papers, as to exact amounts paid for properties in question; amount property on Alter Street can be purchased for; and estimate of cost to erect suitable garage building.

C. L. MCCAWLEY.

[Fourth indorsement.]

PHILADELPHIA, *November 28, 1917.*

Depot quartermaster to the quartermaster.

References: (*a*) Letter DQP, 11-7-17, attached; (*b*) blue print of property purchased for use of Philadelphia depot, dated 11-2-17, inclosed; (*c*) second indorsement DQP, 11-20-17; (*d*) first indorsement Bureau of Supplies and Accounts, dated October 3, 1917, 207-1, 210-2, repurchase of additional land for depot quartermaster; (*e*) letter DQP to Paymaster General, United States Navy, dated November 28, 1917.

Returned. Under direction of reference (*d*) expenditures made for the Hess & Chapman properties were charged to the appropriation "Navy yard, Philadelphia, Pa., subhead No. 204, addition to quartermaster's depot, Marine Corps, Philadelphia." Proper adjustment of these expenditures has been made to the appropriation "Maintenance Quartermaster's Department, Marine Corps, 1917," and the Paymaster General, United States Navy, has been requested to adjust his records accordingly by reference (*e*), copy of which was furnished the quartermaster.

Of the $200,000 appropriated in the act approved June 15, 1917, for the purchase of additional land, the following amounts have been expended or obligated:

| | |
|---|---|
| Expended for— | |
| Hess property | $5,000.00 |
| Chapman property | 20,000.00 |
| Obligated for— | |
| Bridgman property | 123,815.77 |
| Unexpired lease of Boyer & Evans Co | 750.00 |
| Shaving exhaust reg. 1058 | 10,000.00 |
| | 159,565.77 |
| Balance of appropriation | 40,434.23 |

It is estimated that additional land on Alter Street required for garage, as marked in pencil on blue print, can be purchased for $35,000 and that buildings thereon can be adapted for use as garage at a cost not to exceed the balance of the appropriation, or $5,434.23.

CYRUS S. RADFORD.

[Fifth indorsement.]

HEADQUARTERS, MARINE CORPS,
QUARTERMASTER'S DEPARTMENT,
*Washington, December 18, 1917.*

From: The Quartermaster.
To: The Major General Commandant.
Subject: Addition to Philadelphia depot.
Reference: (*a*) Letter DQP, 11/7/17, attached; (*b*) blue print of property purchased for use of Philadelphia depot, dated 11/2/17, inclosed; (*c*) indorsed to DQP, 11/24/17; (*d*) indorsed DQP, 11/28/17.
Inclosure: 1.

1. Authority is requested for the undersigned to take the subject matter of this correspondence up with the Naval Committee when before it explaining the estimates for the ensuing fiscal year. Before the unexpended balance of the appropriation can be used for the purchase of the additional land on Alter Street for the purpose of erecting a garage thereon it will be necessary to have the authority of Congress to use the unexpended balance mentioned in the fourth indorsement hereon for the purpose indicated.

2. Return of papers is requested.

C. L. MCCAWLEY.

[Sixth indorsement.]

HEADQUARTERS MARINE CORPS,
*Washington, December 22, 1917.*

From: The Major General Commandant.
To: The Secretary of the Navy.
Subject: Addition to depot of supplies, United States Marine Corps, Philadelphia, Pa.
Inclosures: 1.

1. Referred, inviting attention to the fifth indorsement hereon, and recommending that the quartermaster be authorized to bring this matter up before the Naval Committee when explaining the estimates for the coming year.

GEORGE BARNETT.

Mr. BUTLER. Has he secured all the land for his depot?

Gen. McCAWLEY. In addition to other appropriations——

Mr. BUTLER (interposing). He now has all the land he will need in connection with the depot?

Gen. McCAWLEY. So he says.

Mr. BUTLER. And he has $40,000 left over?

Gen. McCAWLEY. He has $40,000 left over.

Mr. BUTLER. And he desires to use that money for this purpose?

Gen. BARNETT. He has quite a number of trucks that must be housed there, because they do all the hauling to transports with trucks.

Mr. BUTLER. He has done mighty well and always does.

Gen. McCAWLEY. Our bids for supplies come all f. o. b. cars Philadelphia, and he sends his trucks down to the station and gets the material out of the cars and brings it to the depot, and so we have to employ a number of trucks there.

The CHAIRMAN. Then he has to transfer any shipments of manufactured products for distribution in the service?

Gen. BARNETT. Equipment and soldiers have to be transferred very quickly.

Mr. BROWNING. Will this $40,000 buy the land and erect the garage?

Gen. BARNETT. So he states.

Mr. VINSON. You have not any estimate of what your supply account will be?

Gen. McCAWLEY. No; it is a very small amount, because we did not send any great surplus over. We just sent over an amount of supplies for a few months beyond our arrival there, and we let the Army have that. They are going to supply our troops entirely over there when our equipment gives out. We are not attempting to supply our troops over there individually now, because the force is too small to do it.

There is one more item that Col. Radford recommends and asks that it be taken up with this committee, and that is to obtain an appropriation of $35,000 for the erection of a lumber shed, with necessary railroad siding, and he states that this lumber shed is absolutely necessary for the storage of lumber and for economical and efficient running of the shop there. We are making a great many things needed over there, and the amount of lumber on storage is so excessive that we must have protection for it, and I will file this correspondence.

UNITED STATES MARINE CORPS,
QUARTERMASTER'S DEPARTMENT, DEPOT OF SUPPLIES.
*Philadelphia, Pa., January 10, 1918.*

From: Depot Quartermaster.
To: The Quartermaster, Marine Corps, Washington, D. C.
Subject: Lumber shed and railroad siding, depot of supplies, United States Marine Corps Philadelphia, Pa.

1. It is earnestly recommended that every effort be made to procure an appropriation of $35,000 for the fiscal year 1919, for the purpose of building a lumber shed, with necessary railroad siding at this depot. This lumber shed, with railroad siding, is an absolute necessity for the storage of lumber, and for economic and efficient running of the woodworking shop here.

CYRUS S. RADFORD.

[First indorsement.]

HEADQUARTERS MARINE CORPS,
QUARTERMASTER'S DEPARTMENT,
*Washington, January 15, 1918.*

From: The Quartermaster.
To: Depot Quartermaster, Marine Corps, Philadelphia, Pa.
Subject: Lumber shed and railroad siding, depot of supplies. Philadelphia, Pa.
Reference: (*a*) Letter, DQP to QM, 1/10/18, attached.

1. For information as to whether there is public land available adjoining the depot on which to erect a lumber shed with necessary railroad siding Please furnish a pencil sketch showing the layout of the land in proximity of the depot where it is proposed to build. This office is considering the advisability of authorizing the necessary funds under the regular appropriation for 1919 for the purpose instead of asking Congress for an additional appropriation.

By direction.

W. W. TRAIL, *Special Assistant.*

[Second indorsement.]

UNITED STATES MARINE CORPS,
DEPOT OF SUPPLIES,
*Philadelphia, Pa., January 16, 1918.*

From: Depot Quartermaster.
To: The Quartermaster, Marine Corps, Washington, D. C.
Subject: Lumber shed and railroad siding, depot of supplies, Philadelphia, Pa.
References: (*a*) Letter DQP to QM, 1/10/18, attached; (*b*) First indorsement, QM to DQP, dated 1/15/18, No. 27696.

1. Returned with the information that the lumber shed herein referred to is to be on the southeast corner of Fifteenth Street and Washington Avenue, or on the land recently purchased from Bridgman Bros. Co., Chapman & Son, and the estate of David M. Hess. The railroad siding is to enter from Washington Avenue, along the west end of extension D, and continue between the buildings represented by extensions B, C, and D.

CYRUS RADFORD.

Mr. BROWNING. Where are you going to erect that shed?

Gen. MCCAWLEY. On some of the ground at the northwest corner of our possession.

Gen. BARNETT. It is not a lumber yard; it is merely a storage space. We must have a lot of lumber not only for the woodworking shop, but when any of these expeditions leave we have to send with them lumber for tent flooring, kitchens, etc. These expeditions are loaded so quickly that we would not have time to go out in the market and buy lumber. We have to have it on hand to load the same day the order comes, and we have to have it prepared for that particular use.

Mr. BUTLER. What proportion of the equipment of the Marine Corps is provided for by that depot?

Gen. BARNETT. We provide everything from the Philadelphia depot, and we manufacture there nearly everything that is needed by the Marine Corps, with the exception of rifles, which we procure from the Army. We will manufacture the entire military equipment there, the accouterments, with the exception of the rifles.

The CHAIRMAN. You do not manufacture ammunition and ordnance?

Gen. BARNETT. No; that comes from the Ordnance Department.

Mr. BUTLER. How about shoes?

Gen. MCCAWLEY. We do not manufacture shoes there. I was coming to clothing. They are all procured under contract with the various manufacturers, and finally received and inspected there.

The winter undershirts, of course, we do not manufacture there, but receive them; and the summer drawers, we manufacture there. The summer undershirts are all under contract; and the flannel shirts are all manufactured there and all the clothing; and the socks, of course, have to be procured outside, and the caps are manufactured outside. The cloth is procured, but the caps themselves are manufactured by cap makers. The campaign hats are manufactured outside and received there, but we manufacture everything there that it is possible to do in a manufacturing plant of that character.

Mr. HICKS. We were all very much impressed with what we saw when we went through there.

Gen. MCCAWLEY. At this point, Mr. Hicks, I will file an answer to your query when I was before Mr. Oliver's investigating committee a few days ago as to the manner of cost accounting at the Philadelphia depot. It was prepared by Col. Radford, the officer in charge, and shows his method.

UNITED STATES MARINE CORPS,
QUARTERMASTER'S DEPARTMENT, DEPOT OF SUPPLIES,
*Philadelphia, Pa., January 16, 1918.*

Brig. Gen. CHARLES L. MCCAWLEY,
*Quartermaster United States Marine Corps,*
*Headquarters Marine Corps, Washington, D. C.*

MY DEAR GENERAL: In reference to the question of Government overhead, I am very glad to avail myself of this opportunity of recording my views on this much mooted term. Every year it comes up, not only in this naval subcommittee, but in other House and Senate committees having to do with appropriations of deaprtments, doing repair and manufacturing work. The basis of most of these questions seems to be founded on a confusion of the terms maintenance and overhead. In fact this confusion extends throughout the country, and it is a very common occurrence to read an editorial in the daily press generally derogatory of the Government representatives for what seems excessive cost for doing Government work. As I read the Constitution of the United States, Congress is charged solely with the "maintenance" of the Government. This seems plain and explicit, and to my way of thinking makes maintenance a congressional item, and on this basis I have run this plant. Congress has appropriated for this depot $450,000, which at 4 per cent war interest would constitute an annual charge of $18,000. I mention this item for your information as I hold that it is solely congressional data to be kept on record by their maintenance representative or congressional business manager in order to see whether or not this unit is an advantageous Government investment. In other words, are they getting economic results here? Primarily this is a supply depot for the Marine Corps and the organization is kept here, and must be kept here for this work. I have attempted, and I believe, very economically succeeded in utilizing this organization in building up quite an extensive manufacturing establishment, a plant manufacturing more different articles than any factory in America, approximately $1,000,000. My idea in the outset was to gradually develop this work, solely along business and economic lines, and to literally carry this plant as a Government asset and not as a liability.

To do this, I must earn each year 4 per cent on the investment and further all annual maintenance charges allotted by Congress to this plant. Mr. Hicks asks what goes into overhead, and I will answer that here by taking one manufactured article—say, field cots—the actual cost of material, the lumber, the steel, the duck, all labor of manufacture, superintendance, foreman, cost keeping and stock clerks, power, heat, light, and depreciation of machinery. The records show the past year we have manufactured 25,869 cots, the total cost is $59,208.31, or a rate of $2.26 each. The American Car & Foundry Co. informed me that they are furnishing cots to the Army for $3.05 each; deducting $2.26 from $3.05 leaves $0.79, the apparent Government saving on each cot, or a total of $21,436.51, or 4 per cent on more than $500,000. This cot example is typical, and shows a shop cost saving over outside prices of over $21,000 on less than $60,000 output, or over 30 per cent. In the last year this plant's output was in excess of $1,000,000, and even at one-half of this rate or 15 per cent, which I believe conservative, considering the finished products compared with outside manufacture would show Congress a return of $150,000, or a gross return of about 30 per cent, on the original outlay. Gen. Barnett stated that every possible cost is

figured in the economic output of this plant, and so it is, but I hold that it is Congress's prerogative and duty to handle all maintenance charges, as they alone make the investment and are solely responsible for maintenance or upkeep of the Government. Surely a gross profit of 30 per cent amply covers interest on the money investment, etc., comparative outside expenses, such as taxes, insurance, depreciation, etc., and would leave for Congress a good profit on this unit. I refer you to Revised Statutes, section 3678:

"All sums appropriated of the various branches of expenditure in the public service shall be applied solely to the objects for which they are respectively made, and for no others."

This would seem to make it illegal for me or any other Government factory management to enter any part of the maintenance charge in the cost of the products, as it can not be done without infringing appropriations.

To illustrate what we are up against in this cost-keeping proposition when maintenance is figured in by a Government unit, I mention one of the many problems which come up here for solution. The superintendent of the machine shop brought in to me an Army meat can. These cans cost us 44 cents each plus the freight delivered here. That is, we pay the Army 44 cents each for them, and also pay the freight from Rock Island Arsenal to Philadelphia. Now, we will need 20,000 of these cans, which will cost us $8,800 plus the freight.

The Army in getting at its price of 44 cents included first, the cost of material and direct labor, to which it adds 60 per cent to the direct labor for overhead charges. (I have never seen an analysis of this 60 per cent but suppose it embraces superintendence, shop clerks, etc., power, heat, light, and possibly depreciation of machinery.) The above three elements—material, labor, and factory overhead—gives the price or factory costs. To this is added 10 per cent gross for arsenal burden and 3½ per cent gross for War Department burden. That is, 13½ per cent (now 18 per cent) is added to the price of the article before it is sold to the Navy. Now, the problem comes in here. I can actually make these cans in my shops for 30 cents each; that is, the total cost to make 20,000 cans here, if I had the machines, would be $6,000. The extra machines for doing the work would cost $1,500. Add this $1,500 to the $6,000 and the total cost for this job, including machines, would be $7,500. On the face of it I have saved my department $1,300 and freight and have a shop equipped for doing this work and similar work in the future. In other words, I become a competitor with the Army, and on the face of it have justified my position by an actual department saving. Of course, in reality, there has been no saving to the Government, for the Government is out the price of this machinery. Had the Army priced me these cans at the factory production price (eliminating all maintenance, officers' salaries, arsenal and War Department charges, etc.), I could not possibly buy the machinery and compete with them, and thus the Government would be in $1,500 machinery cost. In other words, I think the Army, by its system of accounting and cost keeping is assuming the functions of Congress by adding an upkeep charge to its products, notwithstanding Congress specifically covers these items in appropriations.

Now this meat-can example illustrates what the Army charges the Navy, Marine Corps, and National Guard when we go to them for ammunition, equipment, etc. Take a look at the Navy side. Formerly when the Army, Revenue-Cutter, and Life-Saving Services sent their boats to the navy yards for repairs, a like system of charges was in force and thus the Army and Treasury Department were forced to pay what seemed a fair percentage of navy yard upkeep and maintenance. In the past this assumed charge, I am told, drove these boats into private yards to the actual financial loss to the Government; that is, conceding that the Government, Army and Navy, can get the same shop efficiency as the outsider, and I for one think they can. At any rate, if they can not it should be definitely known, so that the actual factors entering therein may be intelligently analyzed. This system of bookkeeping is supposed to be based on commercial practices, but the expert installers evidently lost sight of the fact that no single navy yard or combination of yards, or no single arsenal or combination of arsenals can possibly put themselves in the position of any single outside industrial plant, as such yards or arsenals are now and will ever be a mere unit or subdivision of the great industrial whole of the Government.

Congress provides the wherewithal to run the Government; it likewise in its wisdom apportions its revenues in accordance with the economic and efficient needs of the several departments. The departments in turn subdivide and so on down to the quasi industrial units. The Army and Navy are two of the nine departments and are adequately maintained for a definite purpose, defense and offense, not revenue. The departments are subdivided, such subdivision being based on military efficiency, and not revenue getting. The really serious aspect of this feeling "of the whole thing" is that it encourages corps selfishness instead of plain common American loyalty, as it

should. The effect is that every corps, subhead, or industrial unit is trying to get all it can in order that it can spend it, when in reality it should be satisfied to take what Uncle Sam gives it, and then try to use the ample allotment with sufficient economy and judgment to give part of this and only this back to the Treasury. This practice is bad enough when applied to the transactions between the different departments of the same Government, but when this maintenance or upkeep factor is figured into new work, in competition with outside firms, the figures are frequently so misleading as to deprive the Government of its economic right to utilize its employees, whether Army, Navy, or departmental, for industrial purposes. This is unfair to both Congress and to those intrusted with the work, and, to my mind, can only be righted by Congress insisting on its own prerogatives of definitely and entirely caring for the maintenance of this Government without the presumption and misguided assistance of a lot of professional figurers. In the general scheme of our Government, Congress annually appropriates for the nine departments, and thenceforth the actual handling of these sums becomes administrative, so it would appear that the best way to insure uniformity and consistency throughout would be for Congress to direct that the heads of the nine departments of the Government shall invoice from one department to another, stores at the actual price, and charge for work only the factory of the same, and to care for maintenance at the constitutionally designated head.

Very respectfully, yours,

CYRUS S. RADFORD.

Gen. McCAWLEY. Gentlemen, you must take a great deal of the credit because of your having given us the appropriation.

Mr. BUTLER. It is due to the officer who is managing it, Col. Radford. We could easily make the appropriation; he has had all this work to do.

Mr. HICKS. General, when do you expect to have that building completed?

Gen. BARNETT. That will take some time; but we are going ahead as fast as possible.

Mr. HICKS. What do you call "as fast as possible"—a year?

Gen. BARNETT. Yes; it is a big addition.

The CHAIRMAN. What have you under public works?

Gen. McCAWLEY. We only have four items.

The CHAIRMAN. What is the first one?

Gen. McCAWLEY. The first on is $100,000 for station improvements at Paris Island, S. C.

Gen. BARNETT. In that connection, I want to say——

The CHAIRMAN. Tell us about that, will you?

Gen. McCAWLEY. We estimated, Mr. Chairman, for a number of items at Port Royal and submitted the estimates to the Navy Department. One of them was for the purchase of additional land, $50,000; another one was an item of $25,000 to line the dry dock; another one was $20,000 for 4 sets of officers' quarters; dredging and reclaiming marsh land, $35,000; building of sea wall, $25,000; library and amusement building, $15,000; dredging Fullers Creek landing, which is one of the back channels connected with the island there, $30,000; station improvements, $50,000; to complete 12 sets of noncommissioned officers' quarters, $15,000; and toward completing two bungalows, $4,000; and of that total amount the Secretary of the Navy allows $100,000 for "station improvements."

The CHAIRMAN. How much was the total?

Gen. McCAWLEY. $269,000.

Gen. BARNETT. In this connection, Mr. Chairman, I would like to say that those items are made necessary because heretofore Port Royal has been, as you know, a naval station, and the station improvements were taken care of by the Bureau of Yards and Docks

appropriation under the Navy Department. The station has been turned over to us, and these estimates and recommendations were made after personal inspection by Gen. McCawley and myself, and there is not an item in the original outfit there that I do not consider almost an absolute necessity, if not quite so. For instance, that item covering the lining of the dry dock; it looks as though we were creating a dock. Not at all. As we all know, the old dry dock was built and not used, and the wood in it is entirely washed away, filling in at high tide and practically emptied at low tide, and at high tide the waves undermine so that it is getting dangerously near the power plant, and this lining of the dock was recommended with the hopes of being able to save any more of this erosion, and thereby save the underpinning of the power plant and road and buildings on the left-hand side of this dock, as well as the plant on the right-hand side.

The CHAIRMAN. Do you use the dry dock there at all?

Gen. BARNETT. No, sir; except for boats and swimming.

The CHAIRMAN. Why not put a barrier across the front of it?

Gen. BARNETT. There is this great hole which would crumble anyhow. The undermining is getting very near the underpinning of the power plant. We use it not as a dry dock but entirely for refuge for small boats and swimming. We take our small boats in there to get them out of the bad weather; and all summer long it is a wonderful swimming pool. The caisson is gone, so it is entirely open to the sea. If it should undermine the building of the power plant it would cost many times that.

Mr. BUTLER. General, that will not save the underpinning if you line that.

Gen. BARNETT. The engineer tells us it will.

Mr. BUTLER. Are you going to line the inside?

Gen. BARNETT. Only the inside.

Mr. BUTLER. Will not water still wash under it?

Gen. BARNETT. No, sir; we will leave the end open.

The CHAIRMAN. He reconstructs the inside of it.

Mr. CONNELLY. Is it the policy of the department to permanently expand all of these things to the very limit, with the idea that they ought to become permanent propositions?

Gen. BARNETT. Port Royal is permanent, so far as I can see, and will be there forever.

Mr. CONNELLY. Perhaps it will; but you do not anticipate you will continue the personnel as great as it is now during war time?

Gen. BARNETT. We contemplate, as we stated in hearings, what is known as the permanent Marine Corps, and heretofore, when we had a Marine Corps of 10,000 men we had to enlist 4,000 men a year in order to maintain the status. If we have a permanent Marine Corps of 30,000, we have to increase that permanent force so many, and it is necessary to put every man through 14 weeks of training at Port Royal before he goes to a station like Quantico for advance training.

Mr. CONNELLY. Do you anticipate, General, there will be no shrinkage of this department at the end of the war at all, that you will not discharge any of these soldiers?

Gen. BARNETT. Oh, I imagine so; yes, sir.

Mr. CONNELLY. Your idea is to hold it up?

Gen. BARNETT. My idea is to protect what we have; and this appropriation is absolutely for the protection of Government property, because, as I say, the erosion has gotten so it is dangerously near the power plant.

Mr. VINSON. If you did not have but 10,000 men you would want the same thing?

Gen. BARNETT. Yes. The Marine Corps is 17,400 permanent; so instead of enlisting to keep up 10,000 men without any question of the future as to increase we will have to enlist to keep up 17,400.

Mr. OLIVER. What part of the island are you occupying?

Gen. BARNETT. A very small part.

Gen. MCCAWLEY. Part of it is owned by the Government and the balance is leased.

Mr. OLIVER. What use is made of the island?

Gen. BARNETT. Truck farming.

Mr. OLIVER. Does that interfere with your occupancy?

Gen. BARNETT. It very seriously interferes with the moral conditions at Port Royal.

Gen. MCCAWLEY. All of our contonment is built on leased land.

Gen. BARNETT. We had no room on our old reservation, so that the maneuver camp and the recruiting camps were all built on leased land.

The CHAIRMAN. How much does that expenditure of improvement go on leased land?

Gen. BARNETT. About $1,000,000.

Mr. VENABLE. What is the value of the land you contemplate buying?

Gen. MCCAWLEY. Roughly, $50,000.

Mr. VENABLE. What do you think it would cost to buy this whole island?

Gen. MCCAWLEY. I have not made an estimate. Of course, when people know the Government wants to buy land the price immediately goes up, but I think it could be condemned and bought for a reasonable sum.

Mr. HICKS. How long does your lease run?

Gen. MCCAWLEY. For a year.

Mr. BRITTEN. What is the sum total of your estimate of these improvements?

Gen. MCCAWLEY. $269,000; and they were gone over by Gen. Barnett.

Gen. BARNETT. I only mention the dry dock, but I want to say that all these other items were made up by most careful examination by the commanding officer, a Port Royal civil engineer, by the doctor, and by Gen. McCawley, and myself, and there was not a single item which I, if I were a business man and conducting the business for myself, would not spend.

Mr. BROWNING. I want to suggest that you include in your hearing a statement applying to each item, giving its value and how seriously it is required.

[Report No. 8a of annual report to the Bureau of Yards and Docks from the Marine Corps for the fisca year ended June 30, 1917.]

## Estimate For Public Work.

### AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 1. Group B. Order of importance among projects recommended: No. 1.
Title of project: Lining dry dock.
Bureau of Navy Department concerned: Marine Corps.
Estimated cost of entire project: $25,000.
Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.
Funds required for year beginning July 1, 1918: $25,000.
Location of project: Marine Barracks.
Office or division of yard to be benefited by improvement: Marine Corps.
List of officials who have approved this project: Major general commandant, quartermaster, and commanding marine officer.
Has this project been heretofore recommended? No.
The dry dock should be lined with cement at the earliest practicable date. It is dangerous in its present condition, and any caving in near the sides may endanger buildings near it. The dock is needed as a basin for small boats and swimming pool for teaching the men to swim. If repairing the dock is delayed too long, it will have to be filled in.

### AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 2. Group B. Order of importance among projects recommended: No. 2.
Title of project: Sea wall.
Bureau of Navy Department concerned: Marine Corps.
Estimated cost of entire project: $25,000.
Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.
Funds required for year beginning July 1, 1918: $25,000.
Location of project: Marine Barracks.
Office or division of yard to be benefited by improvement: Marine Corps.
List of officials who have approved this project: Major general commandant, quartermaster, and commanding marine officer.
Has this project been heretofore recommended? No.
Sea wall is greatly needed at the entrance to the dry dock. The wall should extend north of the dry dock to retain land in this part of station.

### AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 3. Group B. Order of importance among projects recommended: No. 3.
Title of project: Toward the completion of 12 sets noncommissioned officers quarters.
Bureau of Navy Department concerned: Marine Corps.
Estimated cost of entire project: $15,000.
Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.
Funds required for year beginning July 1, 1918, $15,000.
Location of project: Marine Barracks.
Office or division of yard to be benefited by improvement: Marine Corps.
Statement of saving in money or time or other benefit expected to result from this improvement: Save paying commutation of quarters.
List of officials who have approved this project: Major General Commandant, quartermaster, and commanding marine officer.
Has this project been heretofore recommended? Yes.
An appropriation of $23,000 [1] was authorized by Congress for the construction during 1918 of 12 sets of noncommissioned officers' quarters. When the bids were opened it was found that there were not sufficient funds provided to complete these quarters and an additional amount is necessary for this work. The bids received for this work ranged from $29,700 to $46,913.

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[1] In this sum $5,000 were provided for purchase of a strip of land. Department will probably hold condemnation proceedings. It is understood that the Bureau of Yards and Docks increased this estimate from $15,000 to $20,000.

AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 4. Group B. Order of importance among projects recommended: No. 4.

Title of project: Station improvements.

Bureau of Navy Department concerned: Marine Corps.

Estimated cost of entire project: $50,000.

Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.

Funds required for year beginning July 1, 1918, $50,000.

Location of project: Marine barracks.

Office or division of yard to be benefited by improvement: Marine Corps.

List of officials who have approved this project: Major general commandant, quartermaster, and commanding marine officer.

For building, improving, and repairs to roads, walks, sewers, drains, small outbuildings, lighting system, improving grounds, buildings, fences, etc.

The commanding officer, Paris Island, recommends that the item of $50,000 for station improvements be used for the following purposes:

| | |
|---|---|
| Remodeling and repairing kitchen and mess hall, main station | $7,000 |
| Paving streets, main station | 7,000 |
| Cement sidewalks | 7,000 |
| Fender system steel dock | 10,000 |
| New telephone system | 3,000 |
| Servants' toilets (officers' quarters) | 2,000 |
| Repairing and extending water, sewerage, and heating system and contingent | 12,000 |
| Garage extension | 2,000 |

AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 5. Group B. Order of importance among projects recommended: No. 5.

Title of project: Dredging and reclaiming marsh land.

Bureau of Navy Department concerned: Marine Corps.

Estimate cost of entire project: $35,000.

Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.

Funds required for year beginning July 1, 1918, $35,000.

Location of project: Marine Barracks.

Office or division of yard to be benefited by improvement: Marine Corps.

List of officials who have approved this project: Major general commandant, quartermaster, and commanding marine officer.

Has this project been heretofore recommended? No.

Two acres of marsh land on northern part and one acre on southern part of reservation should be reclaimed. This would make reservation more sanitary and attractive and provide additional space badly needed for further improvements.

AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 6. Group B. Order of importance among projects recommended: No. 6.

Title of project: Four sets officers quarters.

Bureau of Navy Department concerned: Marine Corps.

Estimated cost of entire project: $20,000.

Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.

Funds required for year beginning July 1, 1918, $20,000.

Location of project: Marine Barracks.

Office or division of yard to be benefited by improvement: Marine Corps.

List of officials who have approved this project: Major general commandant, quartermaster, and commanding marine officer.

Has this project been heretofore recommended? No.

There are not sufficient quarters for officers now attached to this station. The number of recruits being trained at this station is on the increase, making a large number of officers necessary.

AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 8. Group B. Order of importance among projects recommended: No. 8.

Title of subject: Dredging Fullers Creek Landing.

Bureau of Navy Department concerned: Marine Corps.

Estimated cost of entire project: $30,000.
Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.
Funds required for year beginning July 1, 1918, $30,000.
Location of project: Marine Barracks.
Office or division of yard to be benefited by improvement: Marine Corps.
List of officials who have approved this project: Major General Commandant, quartermaster, and commanding marine officer.
Has this project been heretofore recommended? No.
The landing at Fullers Creek can be advantageously used for the receipt of supplies to be used in the new cantonment at Paris Island. This will save unnecessary handling and a long haul from the dock at Port Royal to the cantonment. In addition, this will facilitate a satisfactory method of disposing of the sewage, as there will be a steady flow through this channel resulting from the rise and flow of the tide.
The following reasons are given for dredging channel to Fullers Landing, Paris Island:
Upon completion of the new cantonment for the housing of 5,000 additional men at Port Royal, S. C., the landing at Fullers Creek could be advantageously used for the receipt of supplies of every description to be used at this camp and which could be readily brought to the landing direct from the dock at Port Royal where the great bulk of this material is landed thereby saving a double handling and the necessarily long haul from the dock at Port Royal to the cantonment. In addition to the benefits accruing from transportation, the present disposal of sewage from the cantonment is accomplished by means of sedimentation tanks, and it is believed that when this channel is completed to the river as contemplated and recommended, there will be a steady flow through this channel resulting from the rise and flow of the tide, a most satisfactory method of disposing of the sewage. These two reasons for the dredging are of prime importance, and the necessity therefor was appreciated by the Major General Commandant and Gen. McCawley on their recent inspection trip to Port Royal.

AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 7. Group B. Order of importance among projects recommended: No. 7.
Title of project: Library and amusement building.
Bureau of Navy Department concerned: Marine Corps.
Estimated cost of entire project: $15,000.
Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.
Funds required for year beginning July 1, 1918, $15,000.
Location of project: Marine Barracks.
Office or division of yard to be benefited by improvement: Marine Corps.
List of officials who have approved this project: Major General Commandant, quartermaster, and commanding marine officer.
Has this project been heretofore recommended? No.
There is no building now at this station suitable for library purposes and a library is essential for the contentment of the men at such a large station as Paris Island.

AT THE MARINE BARRACKS, PARIS ISLAND, S. C.

Project No. 9. Group B. Order of importance among projects recommended: No. 9.
Title of project: Purchase of land.
Bureau of Navy Department concerned: Marine Corps.
Estimated cost of entire project: $50,000.
Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.
Funds required for year beginning July 1, 1918, $50,000.
Location of project: Marine Barracks.
Office or division of yard to be benefited by improvement: Marine Corps.
List of officials who have approved this project: Major General Commandant, quartermaster, and commanding marine officer.
Has this project been heretofore recommended? No.
The present size of the station is entirely inadequate for the accommodation and training of such a large number of men. The area is too limited for suitable drill grounds, maneuvers, and recreation grounds, or for buildings, camps, and quarters. This additional land is necessary to avoid congestion and to bring all parts of the reservation into one section. It is contemplated to purchase all the land from neck of dry land at causeway and north of creek which empties at quarantine station.

SUPPLEMENTAL ESTIMATE FOR PUBLIC WORK AT PARIS ISLAND, S. C.

Group B.
Title of project: Toward completing "two bungalows for officers' quarters."
Bureau of Navy Department concerned: Marine Corps.
Estimated cost of entire project: $10,000.
Contemplated date of beginning work: July, 1918; of finishing, June, 1919.
Funds required for year beginning July 1, 1918, $4,000.
Location of project: Marine recruiting station, Paris Island, S. C.
Office or division of yard to be benefited by improvement: Marine Corps.
Statement of saving in money or time or other benefit expected to result from this improvement: Save payment of commutation of quarters and also enable the officers to be near the troops, which is desirable for military reasons.
List of officials who have approved this project: Major General Commandant, quartermaster of the corps, and commanding marine officer.
Has this project been heretofore recommended? Yes.
The sum ($6,000) appropriated for this work was not sufficient. On two occasions bids were invited to construct the quarters, and all bids received were in excess of the appropriation.

Gen. BARNETT. I will do that.

Mr. BROWNING. And also which of those items were cut out by the Secretary of the Navy.

Gen. BARNETT. I do not think any of the items were cut out, but just a total sum was allotted.

Gen. McCAWLEY. The Marine Corps was allowed $100,000 for station improvements.

Mr. BROWNING. Simply cut off two-thirds without specifying where the money goes?

Gen. McCAWLEY. It is left to be decided later as to how we shall spend the $100,000 and which of these items are most urgent.

The CHAIRMAN. General, I wanted to ask you a question. A few years ago Port Royal was a naval base and was abandoned as such?

Gen. BARNETT. Except as to the naval prison.

The CHAIRMAN. And converted into a disciplinary barracks?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. And then it was transformed from a naval base to a disciplinary barracks, taking that former activity away from there, and it was turned over to the Marine Corps and at the time it was turned over to the Marine Corps it is said it was done because it could be turned over to the Marine Corps and used by them without any extra expense or necessity for additional appropriation, and what was there had already been constructed, and that the use of it would be of service to the Marine Corps, and that "we would not be calling on the committee" hereafter for appropriations.

Gen. BARNETT. I do not know Mr. Chairman, who said that, but whoever said it counted without his host, because, in the first place, every building except two or three were wooden buildings. That was before the war; that was when we had at Port Royal an establishment there suitable for holding 1,000 recruits. It was all that was necessary at that time. We did that when we had 1,000 recruits there, and it was all right, and we did not ask for an appropriation.

The dry-dock business has gone from bad to worse from year to year, is undermining, and all that has become necessary. We did not need these additional appropriations for officers' quarters, we did not need the additional appropriations for noncommissioned of-

ficers, because we did not have the men there. Now we have them there.

The CHAIRMAN. I want to ask you what you have there at this time?

Gen. BARNETT. We have there to-day——

The CHAIRMAN (interposing). How many officers commissioned and noncommissioned, and how many enlisted men undergoing training—I do not mean this specific day; I mean at this period.

Gen. BARNETT. We have to-day about 5,000 enlisted men—recruits—undergoing training at Port Royal. We have, in addition to that, all of the instructors—noncommissioned officers—who are ordered there as drill masters and instructors of all kind for this outfit.

The CHAIRMAN. About how many is that, do you know?

Gen. BARNETT. That is about 1,500.

The CHAIRMAN. In addition to the 5,000 recruits?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. Do you have one instructor for an average of between three and four men?

Gen. BARNETT. We do, sir; we have the four places: First, the main old station camp, tnat contains all the public utilities, like the power plant, amusement room, and storehouses and all that; then we have the detention camp, which is a separate organization entirely. Every recruit who comes there is sent to the detention camp for three weeks to allow time for contagious diseases developing. Right alongside the detention camp is the rifle range. Everybody is put through the full Army and Navy course of rifle practice.

Then we have maneuvering down at the end of the island, and all of the recruits are sent there for close-order drill, and then they come back to the main cantonment, after they have gotten rid of all danger of infectious diseases; and the drilling is continuous to the end of the 14 weeks, going through all sorts of drills for a soldier as far as close-order drills are concerned; but the detachments come back by detachments to the main station, and they are all shipped from the main station, and the success of it has been proved, because we have communicated no diseases from there to other places, and all of our recruits have gone free of infection to the camp at Quantico, because of the thorough observation and training, and they go there fully trained for advance training.

Mr. VINSON. The health conditions are what?

Gen. BARNETT. The health conditions are excellent, as I will show you from the Surgeon General's report.

Mr. VINSON. Your report sets out those conditions?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. I want to say that the service and management and administration is splendid, but I was surprised to hear that it took 1,500 noncommissioned officers to train 5,000.

Gen. BARNETT. We had 7,700 recruits there. We could spare some of the men from there now.

The CHAIRMAN. Even with 7,700 that would be 1 to 5.

Gen. BARNETT. You have gotten the wrong idea. That 1,500 includes everybody at the station not recruits—all the clerks, all the extra-duty men running the power plant. You must understand this station is entirely run by marines, while formerly at navy yards the power plant was run by civil employees and since it is on an island all of the men used for boating and everything are included.

The CHAIRMAN. I would like for you to put in a segregated statement of the assignment of men, because on the floor of the House, I am very frank to say, that 1,500 men training from 5,000 to 7,000 men is going to be asked about.

Gen. BARNETT. That is where you have got a wrong idea. You forget a great many of those men are not used for drilling purposes at all, noncommissioned officers and privates.

Mr. HICKS. All the work is done by the Marine Corps and no civilian employees whatever?

Gen. BARNETT. No, sir. I wish to add only one thing there, that we have only there what we think necessary for the turning out of good soldiers, and if that is successful or not depends upon that; but I say there are a few more men just at the present time, because we are down to 5,000 total strength instead of 7,500 in the rush, and we have not decreased the number of men on that duty because we have reasonable hope that we are going to need them.

Mr. HICKS. It serves a dual purpose of training and quarantine.

Gen. BARNETT. The men there are employed at training and quarantine work, running the incinerators, stables, trucks, engines of the powder plant, electric plant, electricians, boilermakers, and all sorts of things. I will put in a statement showing where every man is and what he does.

*Permanent establishment, recruit companies, and others undergoing training and instruction at the recruit depot, Paris Island, S. C.*

| | Officers. | Enlisted. |
|---|---|---|
| Recruits undergoing preliminary training | | 3,050 |
| Instructors | 19 | 151 |
| Recruits who have completed preliminary training and are receiving instruction in band school, radio and signal school, drum and trumpet school, and school for rifle coaches | | 265 |
| Instructors | 1 | 52 |
| Instructors, coaches, and general duties connected with the target range | 3 | 123 |
| Cooks, messmen, bakers and bakers' school, island patrol, pumping station, and Quartermaster's Department training camp | | 340 |
| General upkeep of post, administrative offices (commanding officers, post treasurer, post exchange), quarantine station, and receiving department recruit depot, and post band | 12 | 476 |
| Prison detachment on duty at naval prison | 1 | 73 |
| Applicants for enlistment | | 186 |
| Total strength of post | 36 | 4,725 |

The permanent enlisted complement authorized for the post is 964, and should be sufficient for the upkeep of station and the instruction of 6,000 men.

I also attach hereto a copy of a telegram I sent Gen. Cole, commanding officer, Paris Island, as to the possibility of purchasing the whole island and a copy of his reply. In my opinion it would be best to acquire the island by condemnation proceedings, and as I stated before such acquisition would be for the very best interests of the service and for the moral betterment of the men:

NAVY DEPARTMENT,
HEADQUARTERS UNITED STATES MARINE CORPS,
*Washington, January 26, 1918.*

MARINE BARRACKS,
*Paris Island, S. C.*:

Please forward at earliest convenience estimate of number acres land on Paris Island outside of naval reservation and cost of same.

MARCORPS.

PARIS ISLAND, S. C., *January 28.*

MARINE CORPS,
*Washington, D. C.*:

Approximately 3,000 acres, possibly 3,500. Fair average price, $25 to $30 per acre, including improvements, but if purchase by Government at private sale attempted prices demanded would be excessive. Many landholders can not give good titles. Consider only satisfactory method will be for Government take possession land. Payment to be made through condemnatory proceedings. Estimated cost, $150,000. Purchase entire island with least delay possible considered most desirable, as value will constantly increase.

COLE.

Mr. OLIVER. How many more men could you accommodate and provide for with the 1,500 force that the chairman refers to?

Gen. BARNETT. Practically 1,500 was agreed upon because we had 7,700 men there.

Mr. OLIVER. So you could provide for the training accommodations for 3,000 more men?

Gen. BARNETT. Yes, sir.

Mr. OLIVER. With the working force that you have there?

Gen. BARNETT. Yes, sir. You must remember that Port Royal is an island, and these bungalows for noncommissioned officers are an absolute necessity for getting a place for the men to live. It is not like a city. There is no place for them to live. They have to live on the island, and we have given the duty to a lot of old and reliable noncommissioned, many of whom are married, and they live there; and we propose keeping them there because they are efficient because they are the best class of men we can get to drill the troops.

Mr. OLIVER. Do you know how many men you have down in Quantico, Va.?

Gen. BARNETT. We have about 4,000 now.

Mr. BUTLER. Do you recall the year the Marine Corps took over Paris Island?

Gen. BARNETT. Yes, sir; very well.

Mr. BUTLER. What year was it, please?

Gen. BARNETT. I think it was late in 1914 or early in 1915.

Mr. BUTLER. We had some improvements there at that time?

Gen. BARNETT. We had a station which, as I say, was suitable for about 1,000 men.

Mr. BUTLER. I have this old dry dock in my mind and I would like to get it out of my mind. It was an outrage upon the Treasury to have ever put that dock there. The Government did not own the land inside of the dock when it put the dock there. The first thing I did was to assist in getting the title of the land. We took one boat in there and the boat was broken into. In other words, that dock has not been one cent's worth of use to the Government.

Gen. BARNETT. I do not think so, sir.

Mr. BUTLER. Now you want to repair it in some way.

Gen. BARNETT. I do not want to repair it at all.

Mr. BUTLER. It will never do for a dry dock, and I think something ought to be done, but I can not understand how you can prevent washing and how you can prevent the disintegration that you desire to prevent by simply lining the dock.

Gen. BARNETT. The engineer says so.

Mr. BUTLER. Will it not wash in?

Gen. BARNETT. I doubt it.

Mr. BUTLER. The water comes into the old dock and leaks through, not underneath.

Gen. BARNETT. The woodwork is all gone.

Gen. McCAWLEY. Here is what the civil engineer says about it:

The dry dock should be lined with cement at the earliest practicable date. It is dangerous in its present condition, and any caving in near the sides may endanger buildings near it. The dock is needed as a basin for small boats and swimming pool for teaching the men to swim. If repairing the dock is delayed too long, it will have to be filled in.

Mr. BUTLER. I think something ought to be done with it, but I do not know what is the best thing to do with an old dock like that.

Mr. BRITTEN. You have got to do one of two things. Either repair it or fill it in to prevent falling in.

Gen. BARNETT. It is entirely for the preservation of the property.

Gen. McCAWLEY. The next item is $1,500,000 for the completion of the Marine Corps base at San Diego, Cal.

The CHAIRMAN. Has that been estimated for?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. I would like to ask you what work is to be done. You said it was principally filling in?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. Is that to dredge out a deep basin?

Gen. BARNETT. We want to use it on the land to raise the general elevation of the land.

The CHAIRMAN. Also by running a line from on the far side. I do not get my directions east or west, but on the far side from the city?

Gen. BARNETT. Toward Point Loma.

The CHAIRMAN. And coming across to where the factory is on the other side?

Gen. BARNETT. On the city side.

The CHAIRMAN. On the city side. You would have between 2 and 3 miles of water front.

Gen. BARNETT. Yes, sir.

The CHAIRMAN. And you would add something like 500 or 600 acres?

Gen. BARNETT. 500 acres.

The CHAIRMAN. To the land that we already have?

Gen. BARNETT. Yes, sir.

The CHAIRMAN. Is that what is contemplated?

Gen. BARNETT. No, sir; it is to raise the land we have now.

The CHAIRMAN. You are not going to put it on any except the high land you have now?

Gen. BARNETT. Not at present. We are going to start building. We want to get the dredging done sufficiently to go ahead with the work now and increase it later on if the necessity arises.

The CHAIRMAN. There is a mud basin there that if it were dredged would make a refuge harbor for the whole of the Pacific Fleet or anything that might come in there and give you between two and three miles of water front?

Gen. BARNETT. That is beyond our contemplation. We are only thinking about the marine activities.

The CHAIRMAN. I would like to ask you to later put in the hearings an itemized statement of the use of this $1,500,000.

Gen. McCawley. I have it right here. I will put it in the hearings. These are the contemplated improvements at San Diego. These are the items provided for out of this sum:

*Preliminary estimate of cost, required for year 1919, San Diego Marine Corps base.*

| | |
|---|---|
| Administration building | $60,000.00 |
| Gymnasium and post exchange | 50,000.00 |
| Dispensary and sick quarters | 40,000.00 |
| Guardhouse | 10,000.00 |
| Quartermaster's storehouse | 50,000.00 |
| Laundry and equipment | 15,000.00 |
| Bakery and equipment | 15,000.00 |
| Shooting gallery and carpenter shop | 10,000.00 |
| Magazine | 10,000.00 |
| Oil and paint storehouse | 2,000.00 |
| Garage and stable | 8,000.00 |
| Total for buildings | 270,000.00 |
| Lighting and distributing system | 20,000.00 |
| Water distributing system | 20,000.00 |
| Sewerage system | 25,000.00 |
| Roads and walks | 40,000.00 |
| Fence | 23,000.00 |
| Grading, development, and planting | 100,000.00 |
| Fill from War Department, 1,500,000 yards, at 4 cents | 60.000.00 |
| Fill 7,500,000 yards, at 16 cents | 500,000.00 |
| Sea wall | 30,000.00 |
| Dock | 250,000.00 |
| Total for general development | 1,068,000.00 |
| Balance for sundry items not classified | 162,000.00 |
| Grand total | 1,500,000.00 |

Some of the barracks buildings, not all of them; administration building, condemnation and post exchange, dispensary, squad quarters, guardhouse, quartermaster storehouse, laundry and equipment, bakery and equipment; shooting gallery and carpenter shop, a magazine, oil and paint storehouse; garage and stable; lighting and distributing system; water and distributing system; sewage system; roads and walks; fence grating; development and planning of fill; and then 7,500,000 yards of additional fill; sea wall and dock. Those are the items in general that we contemplate providing for.

The Chairman. That is a pier instead of a dock?

Gen. Barnett. It is a pier.

Gen. McCawley. It is not a dry dock; it is a pier.

The Chairman. You were speaking about a sewerage system. That was one of the very important factors when I was looking over that. Which way are you going to run that sewer?

Gen. McCawley. That I do not know, Mr. Chairman. It is something that has been planned by the civil engineers of the Navy who were on the spot, and I do not know which way they contemplate running it.

The Chairman. How much are you going to elevate that land?

Gen. McCawley. They purpose filling in to a height of 14 feet. It is about 4 feet now, and they propose to fill in 10 feet more.

(Thereupon, at 12.20 o'clock p. m., the committee took a recess until 1.30 o'clock this afternoon.)

AFTER RECESS.

The committee reassembled at 1.30 o'clock p. m., pursuant to the taking of recess.

The CHAIRMAN. Gentlemen, the committee will come to order, please.

At recess, Gen. McCawley, you were speaking of some additional recommendations for new public works under the Bureau of Yards and Docks.

Gen. McCAWLEY. Yes, sir.

The CHAIRMAN. Will you please continue and tell us what is wanted?

Gen. McCAWLEY. I just finished San Diego, Mr. Chairman, and the next item is one about Guam, on page 57, the naval station at Guam. "Improvements to stations," it says there—it should be "station improvements," I think—"$100,000." The only item that we have in that, the only one that we have estimated for is "extending the cold-storage system, $35,000." Now, I do not know, of course, how this $100,000 will be spent; but I do not see any item in the wording that has been stricken out there that relates to the cold-storage system, and we had an item in there of $35,000, based on this recommendation.

ESTIMATE FOR PUBLIC WORK AT THE NAVAL STATION, GUAM.

Project No. 1, Group B, order of importance among projects recommended: No. 1.
Title of project: Cold Storage Extension.
Bureau of Navy Department concerned: S. & A.; Marine Corps.
Estimated cost of entire project: $35,000.00.
Contemplated date of beginning work: July 1, 1918; of finishing, June 30, 1919.
Funds required for year beginning July 1, 1918, $35,000.00.
Funds required for year beginning July 1, 1919, none.
Funds required for year beginning July 1, 1920, none.
Data on which estimate is based: Cost of plant at Pearl Harbor. Proposed building is 34′ x 80′, with additional machinery of 16 tons capacity.
Location of project: South of and adjoining present refrigerating plant, building No. 7-S.
List of existing improvements at yard serving same purpose: Cold storage, capacity 35,000 pounds. Refrigerating machines, capacity about 7 tons.
Office or division of yard to be benefited by improvement: Entire station.
Statement of saving in money or time or other benefit expected to result from this improvement: Will permit storage of three months provisions as against one month at present.
Has this project been heretofore recommended? If so, give history under "General Comment."

GENERAL COMMENT.

In general the station is dependent upon the monthly transport for provisions, and particularly for meats and vegetables. Should one transport fail to arrive the station would be very seriously affected. The present rooms will only carry one month's supply (35,000 pounds). The facilities proposed would permit the carrying of a three months' supply of cold stores (100,000 pounds), as well as a reserve supply of ice. This would be of great advantage, particularly in time of war. The present equipment comprises one compressor, capacity about 4 tons, on ice tanks, and one of about 1 ton capacity on cold storage. It is proposed to install a 16-ton machine (9 tons ice capacity) for regular use in ice making and cold storage, keeping the larger of the present machines for "stand-by," to be used during overhaul or repair of the new unit, ice making being temporarily suspended. Present cold-storage rooms would be used in part for ice.

[First indorsement.]

AUGUST 9, 1917.

From: Bureau of Yards and Docks.
To: Bureau of Supplies and Accounts, and Headquarters, United States Marine Corps.
Subject: Estimates for public works, 1919.
Inclosures: 2. Two copies of estimate, Project No. 1, Group B, Naval Station, Guam.

1. Referred in accordance with paragraph 6 of the Acting Secretary's circular letter dated March 15, 1917. Please indorse comment and recommendation on this paper in accordance with paragraph 7 of the said letter. A copy of inclosure may be retained by each bureau.

By direction of the Chief of Bureau.

WM. M. SMITH.

[Second indorsement.]

SEPTEMBER 28, 1917.

From: Bureau of Supplies and Accounts.
To: Bureau of Yards and Docks.
VIA: Major General Commandant, United States Marine Corps.
Subject: Estimates for public works, 1919.
Reference: Bureau Yards and Docks, first indorsement 210-4, dated August 9, 1917.
Inclosure: Two copies of estimate, Project No. 1, Group B, Naval Station, Guam.

1. The civilian and military population of Guam is dependent entirely upon the Government-owned ice plant for the supply of cold-storage provisions. An increase in the facilities is undoubtedly most desirable.

2. The present facilities are limited to a one month's supply. Should the transport fail to make the scheduled monthly trip, the station would be without cold-storage supplies.

3. An isolated station like Guam should be provided with all of the facilities needed to preserve the health and contentment of the personnel. This station is entirely dependent for supplies upon the monthly trips of the transports, and cold storage facilities in particular should be ample for all requirements. It is therefore recommended that this item be included in the approved estimates.

MCGOWAN.

[Third indorsement.]

HEADQUARTERS MARINE CORPS,
*Washington, October 3, 1917.*

From: The Major General Commandant.
To: The Chief of the Bureau of Yards and Docks.
Subject: Estimates for Public Works, 1919.
Inclosures: 2. Two copies of estimate, Project No. 1, Group B, Naval Station, Guam.

1. It is recommended that this item be included in the approved estimates.

GEORGE BARNETT.

The CHAIRMAN. Why is the present manufacture of ice suspended?

Gen. MCCAWLEY. That I can not tell, sir. I suppose he is referring to an occasion when one of these plants is out of use, the manufacture of ice would be temporarily suspended.

The CHAIRMAN. Why is it that you want to put in a smaller ice plant, and leave the larger one for an emergency?

Gen. MCCAWLEY. Well, that is something that I can not explain, sir. Our estimate was based entirely upon the recommendation that came from the station, and I am reading to you the language employed in that communication.

The CHAIRMAN. Is there anything further you have to give us, any more details, about that; I mean that you could get and put into the hearing?

Gen. MCCAWLEY. Yes, I might do that, Mr. Chairman.

Closer examination of the recommendation from Guam would seem to indicate that it is proposed to install a large 16-ton machine with 9 tons ice capacity for regular use in ice-making and cold storage,

keeping the larger of the machines now on hand during an emergency, to be used during the overhaul or repair of the new unit, when the making of ice would be temporarily suspended. It would therefore seem it is intended to retain the present cold storage plant, which has a limited capacity, and add to the capacity by the establishment of the larger unit for which this appropriation is sought.

Mr. BROWNING. You say the estimate for that is $35,000?

Gen. McCAWLEY. Yes, sir.

Mr. BROWNING. That is the only estimate you have?

Gen. McCAWLEY. That is the only estimate we had for Guam.

Mr. BROWNING. How did the $100,000 get in there?

Gen. McCAWLEY. You will see in the draft of the bill, Mr. Browning, that all items are stricken out and a lump sum for station improvements inserted.

The CHAIRMAN. You will take that up with the Bureau of Yards and Docks?

Gen. McCAWLEY. Probably the new chief of the bureau could give you more information as to the details. That one item, $35,000, which does not appear in these items which are stricken out at all, is the one on which we based our estimate of $35,000, but it may be, and it is to be hoped I am correct, that this extension to the cold storage system will be made if this $100,000 is appropriated.

The CHAIRMAN. What is the next item?

Mr. BRITTEN. May I ask a question there, Mr. Chairman?

The CHAIRMAN. Yes, sir.

Mr. BRITTEN. I am sorry I was a little late, but did I understand you to say, Gen. McCAWLEY, that you had put in a request for $35,000 for the plant on the island of Guam?

Gen. McCAWLEY. For the installation and extension of the cold-storage system. We put in the estimate to the Navy Department, but it was not incorporated in the estimates that were submitted by the Navy Department to the Treasury Department.

The CHAIRMAN. They have consolidated all of them?

Gen. McCAWLEY. They have consolidated all of them in the station improvements, $100,000, and it is possible that they may build that ice plant out of the $100,000. That I can not tell, but the new Chief of the Bureau of Yards and Docks may tell you what his purpose is.

The CHAIRMAN. In other words, you do not know what the other $55,000 is for?

Gen. McCAWLEY. No, sir.

Mr. BRITTEN. What do they estimate or contemplate completing it for?

Gen. McCAWLEY. $35,000 for extending it.

Mr. BRITTEN. That is for your cold-storage system?

Gen. McCAWLEY. For the cold-storage system. The other items were put in by other bureaus in the Navy Department.

Mr. BRITTEN. I think the committee should give special consideration to the marines on the island of Guam, because of their peculiar situation there. They get their mail there not oftener than once a month, and only a certain character of ships are permitted in the harbor of Guam at all. They live under very unusual conditions, very trying conditions, and if they need a cold-storage plant there, or facilities there, I think the committee ought to grant them, or grant anything Gen. Barnett thinks is necessary.

The CHAIRMAN. We will take that up when we come to consider the details. What is the next item, General?

Gen. McCAWLEY. The next item is on page 61, marine barracks, Peking, China; one power plant, $25,000. In connection with that, the report which comes from the station reads as follows:

ESTIMATE FOR PUBLIC WORK.

AT PEKING, CHINA.

Project No. 1. Group B. Order of importance among projects recommended: No. 1.
Title of project: Installing electric lighting and power plant.
Bureau of Navy Department concerned: Marine Corps.
Estimated cost of entire project: $15,000.
Contemplated date of beginning work, July 1, 1918; of finishing, June 30, 1919.
Location of project: American guard compound.
Office of division of yard to be benefited by improvement: Marine Corps.
Statement of saving in money or time or other benefit expected to result from this improvement: Present source of electric current (Peking Electric Co.) is generally unsatisfactory and unreliable. Power for ice plant, radio station, laundry, and distilling plant is necessary and economy will result in providing this service.
List of officials who have approved this project: Commanding officer, Marine guard, American legation; major general commandant, and quartermaster of the corps.

GENERAL COMMENT.

Has this project been heretofore recommended? No.

Installation of electric plant to furnish light to American guard compound, power for ice plant, radio station, laundry, and distilling plant. Rewiring 90 per cent of existing installation.

General military necessity in this situation requires independent lighting and power plant, and if all lighting and power requirements are grouped, it will result in great economy. Present source of electric current (Peking Electric Co.), is unsatisfactory and unreliable. This plant was formerly operated by Germans, now by British, and has old equipment and would undoubtedly go out of commission in case of emergency.

Gen. Barnett could give you more detailed information about that.

The CHAIRMAN. Do you want the property?

Gen. BARNETT. We want the property. It was built by the Army in 1900. When the Boxer trouble came, and the Army was stationed there, they built these barracks and quarters. The old barracks have since been torn down and new barracks built. The lighting was done entirely by outside wiring, very crude, very simple wiring, and as stated there the electric power plant in Peking was very unreliable.

Mr. HICKS. Just about where is it?

Gen. BARNETT. Right near the American legation compound; they are right alongside of each other. I lived there for three years, so I am pretty well acquainted with it.

Mr. BROWNING. How many men have you there?

Gen. BARNETT. Two hundred and fifty.

Mr. BRITTEN. Was your estimate reduced in any way?

Gen. McCAWLEY. No, sir; increased. The estimate which came from Peking was $15,000, but the Bureau of Yards and Docks told us that it would be utterly impossible to build it for that sum, and we put it in at $25,000.

Mr. BRITTEN. Who is in command of the forces at Peking now?

Gen. BARNETT. Col. Carpenter.

Mr. BRITTEN. He is a very able fellow. I believe he was a captain hen we were out there.

Gen. BARNETT. He was a major.

The CHAIRMAN. That ends the estimates, I believe.

Gen. McCAWLEY. Yes, sir.

The CHAIRMAN. Now we will have Gen. Barnett to submit his statement, and I will request that the committee permit him to proceed to submit it without interruption, so that he can do so in a connected and consecutive way, and if there are any questions that the committee desires to ask, let us make a note of them and ask them after he has finished his statement.

Mr. BRITTEN. Before he proceeds, may I ask one question of Gen. McCawley?

The CHAIRMAN. Yes, sir.

Mr. BRITTEN. Have you in mind any particular direction in which the department has reduced your estimates, other than those already given the committee?

Gen. McCAWLEY. I will append to the hearings a statement of our estimates of "Public works" for the next fiscal year, and another column shows the amounts allowed by the department.

*Estimate of public works, Marine Corps, for fiscal year beginning July 1, 1918.*

| Station and projects. | Estimated by Marine Corps. | Allowed by department and incorporated in estimates submitted to Congress. |
|---|---|---|
| Philadelphia, Pa.: | | |
| Stable and garage | $20,000 | ..... |
| Amusement building | 80,000 | ..... |
| 1 set officers' quarters, including piling | 25,000 | ..... |
| 8 sets officers' quarters, 2 buildings, 4 apartments each | 75,000 | ..... |
| Station improvements | 25,000 | ..... |
| Winthrop, Md.: Library and amusement building | 20,000 | (1) |
| Paris Island, S. C.: | | |
| Purchase of land | 50,000 | ..... |
| Line dry dock | 25,000 | ..... |
| 4 sets officers' quarters | 20,000 | ..... |
| Dredging and reclaiming marsh land | 35,000 | ..... |
| Sea wall | 25,000 | ..... |
| Library and amusement building | 15,000 | ..... |
| Dredging Fullers Creek landing | 30,000 | ..... |
| Station improvements | 50,000 | $100,000 |
| To complete 12 sets noncommissioned officers' quarters | 15,000 | ..... |
| Toward completing two bungalows | 4,000 | ..... |
| Guantanamo, Cuba: Amusement building | 5,000 | ..... |
| East Coast Post: | | |
| For the purchase of land, construction of buildings, and the installation thereon of water, light, plumbing, telephone and telegraph system, necessary grading, roads, wharfs, docks and all other necessary preliminary features toward the establishment of this post | 1,000,000 | ..... |
| (Total cost of project, $2,500,000, of which amount $1,000,000 to be made immediately available.) | | |
| Mare Island, Cal.: Laundry, including machinery | 25,000 | ..... |
| San Francisco, Cal.: Purchase of site and erection thereon building for use of Depot of Supplies | 225,000 | ..... |
| San Diego, Cal.: Toward the completion Marine Corps base | 1,338,000 | 1,500,000 |
| Pearl Harbor: Station improvements | 25,000 | ..... |
| Guam: Station improvements | 35,000 | 100,000 |
| Peking, China: Power plant | 15,000 | 25,000 |
| | 3,182,000 | 1,725,000 |

## STATEMENT OF MAJ. GEN. GEORGE BARNETT, COMMANDANT MARINE CORPS.

Gen. BARNETT. The Marine Corps at present has 1,230 officers and 36,334 enlisted men. These numbers include 9 national naval volunteer officers and 29 Marine Corps Reserve officers; 824 national naval volunteer enlisted men, and 2,260 Marine Corps Reserve enlisted men. Owing to the fact that the Corps is full it has become necessary to close all recruiting stations, and thus put out of business, for the time being, our whole recruiting service; and as a considerable number or proportion of the men ordinarily obtained would not otherwise be in the military service, or in any event for a considerable period of time, this stopping of recruiting, even for a short time, means a corresponding loss of military strength, and at a time when every available trained man is urgently needed, and should be demanded, for the proper carrying out of our task in this war. This service has been worked up to a high state of efficiency by energy and attention to duty on the part of those on recruiting duty, and in the publicity bureau at New York.

I am appending to my hearing tables showing that it is necessary to temporarily increase the Corps by 11,569 enlisted men for strictly naval purposes—that is, of course, counting that the brigade, consisting of about 11,000 men, will and should remain on duty in France. I say will and should remain there, because in my opinion it is absolutely essential for the morale of the corps that this should be done, as I do not believe it is possible to maintain its present properly high professional standard and morale without at least an adequate part of the corps taking an active part at the front in the greatest war known to history. Whether or not a brigade of marines or even a division of marines is wanted for service in France, it seems to me to be a question far beyond any ordinary consideration as to whether that branch of the service should or should not be increased. My idea is that this is a war of such magnitude and of such vital importance to this country and to the civilized world at large, that every facility in any one of the allied countries, and particularly in this country, must be used for the turning out of trained soldiers. I feel that I can claim, without overstepping the bounds of modesty, that the Marine Corps has a very good factory and the necessary machinery for producing trained soldiers of high morale, and I can conceive of no possible reason why the facilities of the Marine Corps for the training of men should not be used to the utmost—in fact, I feel that we would all be neglecting the most solemn duty that has ever come to us if we did not use the resources of the corps to their fullest extent in the training of men ready and fit to go to the front when needed, and that is now. We all know there is now sore need for every available man on the western front—and such need will increase enormously during the spring and summer of 1918—and instead of there being any question of not using marines for this purpose, in my opinion the marine representation in France should be not a brigade, but a division, a division being at the present time the recognized unit on the western front. One does not hear of so many battalions, regiments, or brigades, at any particular place, but always of so many divisions.

Whether or not the Marine Corps should be increased to such an extent as will allow the keeping of a division in France is a matter to be decided by the members of this committee; but as commandant of the Marine Corps, and as a man who has spent his life in military service, I feel that I would be decidedly derelict in my duty if I did not express to you my views on this subject in the strongest possible terms, for at no time in my military career has it been necessary for me to make a statement which, in my opinion, could in any way compare in importance to the statement I now feel called upon to make, for at no time in the prior history of the world has any such war taken place—a war which is trying the powers of the greatest nations of the world to their very utmost, and I for one do not wish to neglect anything that I could say which might result in advancing the cause of our country and her allies. Whether or not the Marine Corps should be used to its utmost as a training school for men may be of comparatively little importance in the whole scheme of the war, but no matter how trifling, as I said above, any act may be, if it can be shown that that act would in the slightest degree add to the military forces which we can put at the front, such act should not be neglected even in the smallest matter.

I am not in the slightest degree urging an increase of the Marine Corps for personal benefit, nor for the personal promotion or benefit of any single officer or man in it. I am urging it because it is, as I conceive it, my patriotic duty to do it, and I can do no less than keep my self-respect which, after all, if lost, a man can never regain. My views may not be shared in by some whose opinions, no doubt, are well worthy of consideration, but I am giving you my opinion, because at the present time I happen to be the commandant of the Marine Corps, and I, at least, should be able to tell you what, in the opinion of the whole corps, is the only action which could be taken without wasting at least a very definite portion of our military forces. If the portion is small, that cuts no figure at all with what I have said. It is not a question of proportion but a question as to whether or not we, as a part of the American people, are to make the best use of our facilities for winning this war and for preserving the free life of the Nation.

I have stated above that we have need for a certain increase in men for strictly naval purposes. There is another point to which I would invite the attention of the committee, and that is, when the American troops in France take their places on the fighting line we may wake up any morning to find the papers filled with thousands of American names among the casualties. If that happens, I feel sure that the names of many marines will be among those printed; those who are fortunately only wounded or missing in place of being killed will be noneffectives for an indefinite period, and as we can not enlist men to take the places of the wounded and missing, the effective strength of the corps and of the Nation's military strength will be reduced correspondingly. It will be necessary, and should be attended to now, to have on hand a reasonable number of trained men to fill the places of those who are missing among the casualties, for according to present regulations we can not enlist any men to fill the places of those wounded but only to fill the places of those killed. To increase the corps to the amount

that I have spoken of will cost money, of course, but the whole war is costing money, beyond what would be dreamed of a few years ago, and if by increasing the crops the duration of the war would lessened even by minutes the expense involved would be trivial. Incidentally, I feel that we can turn out trained soldiers at a minimum cost per man; the health conditions at our two training posts are excellent, the percentage of sick at Port Royal for the year 1917 being approximately three-fourths of 1 per cent.

I am attaching to my hearing different papers showing all of the activities of the Marine Corps during the past year, and I am happy to state that these papers will show that the marines taken into service have been well clothed, well housed, and well fed, and that any success which they may have achieved already or which they may achieve in the future will be due to the fact that both officers and men have worked most intelligently and zealously for the one end—that is, toward fitting themselves for any part they may be called upon the play in this great war.

If there are any points that I have not covered in this paper on which any of the members of the committee would like to be enlightened, I shall take pleasure in attempting to answer any questions they may ask me.

In the foregoing brief statement I have shown the needs of the Marine Corps, both as an adjunct to the Navy and also its service with the Army. If the committee feels that the Marine Corps should serve only with the Navy and that any increase which is given should be for naval purposes only, then it is suggested and recommended that the corps be increased by 11,569, but if you agree with me that at this perilous time it is our duty to cooperate and bring as many effective fighting men as possible into the line then the corps should be increased by 38,260.

If there is to be an increase in the Marine Corps within the coming year, we will take steps to provide for the number of commissioned officers incident to such an increase by the establishment at Quantico, Va., of a training camp, to which noncommissioned officers and privates will be sent for instruction, after which, from such camp, there will be selected such officers as may be required.

To the above training camp there will be sent a quota from each post of the Marine Corps and from the Marine Detachment of each ship, sufficient to be, in total, somewhat above the number of officers needed for the number of men in training at the recruit depots at any one time, and the course at the training camp will be of such duration as will admit of the selection of the officers from the camp in time to join organizations formed by the graduation from the recruit depots of the men training there.

It is contemplated filling the vacancies in the commissioned rank incident to the first increment of recruits graduating from the depots from among the privates and noncommissioned officers now in the service, and to be ordered to the training camp mentioned above, and it is intended that after the first increment is officered, the enlisted men of this increment will have an equal opportunity for taking the training camp course for officers as the other men now in the service; in other words, men enlisting in the Marine Corps, in the event of an increase, will not find vacancies in the commissioned

ranks filled, but will have an opportunity to compete for such commissions.

It is my intention to fill all vacancies which may occur from time to time in the commissioned personnel from among the enlisted men of the Marine Corps, and from graduates of the Naval Academy.

Attached is copy of a letter sent to all posts in the Marine Corps, regarding the training camp, which letter is self-explanatory:

From: The major general commandant.
To: Commanding officer.
Subject: Training camp.
Reference: (*a*) Letter of M.G.C. dated January 4, 1918—16849.
Inclosures (2): (A) Instructions regarding proof of citizenship, (B) Outline of contemplated course of instruction at training camp.

1. In order that there may be uniformity in the selection of candidates for the training camp it is proposed to establish and in order that all enlisted men of the corps may, as far as possible, be on an equal basis, Reference (*a*) is canceled, and a definite quota will be assigned to each post according to its strength.

2. It is also deemed desirable to obviate the necessity of submitting the names of the men recommended to a board at these headquarters, as was originally planned, but, instead, to permit commanding officers to transfer the men upon receipt of the instructions hereinafter mentioned.

3. The following requirements will obtain before a man is eligible for designation:

(*a*) He must be a citizen of the United States. Full directions as to the necessary proof of citizenship are given in inclosure (A).

(*b*) A careful investigation will be made in the cases of men who were born in enemy countries or who have family connections in these countries. This class of men will be recommended only in exceptional cases.

(*c*) While no scholastic examination will be required, it is undesirable to order a man to the school who manifestly has not the necessary mental qualifications to pass the prescribed course. An outline of the contemplated course is inclosed herewith inclosure B.

(*d*) The requirement of one year's enlisted service is waived, but a man must have completed the prescribed course of recruit training or its equivalent.

(*e*) Either privates or noncommissioned officers are eligible. A man will not be recommended simply on account of his rank or length of service. The special attention of commanding officers is invited to the fact that a great many of the men selected will eventually become junior company officers, and it is especially desirable that only active men, of good education, who have the necessary qualifications for an officer, be selected.

(*f*) The records of men under consideration will be most carefully scrutinized, particular attention being given to a man's conduct, both in current and former enlistments. Where a doubt exists as to conduct during previous enlistemnts, detailed information can be secured from these headquarters by telegraph.

(*g*) The candidate must be over 20 and under 35 years of age on the date of appointment as a commissioned officer. This date will be approximately three months from the date of opening of the camp, to be decided upon later. No candidate will be selected who can not qualify under these requirements.

(*h*) Members of the National Naval Volunteers (Marine Corps branch) and Marine Corps Reserve (who have volunteered for general service) are eligible.

(*i*) The physical requirements are the same as outlined in Paragraph III of Enclosure C. Before a man is transferred, the commanding officer will have him examined by the medical officer of the post in order to determine his physical fitness.

4. At each post the commanding officer will appoint a board consisting of three officers for the selection of candidates. If three officers are not available, as many of this number as are available will constitute the board. If the commanding officer is the only officer attached to the post, he will act as the selection board.

5. This board will select and submit to the commanding officer a written report, giving a list of the names of men (arranged in order of desirability) whom they recommend for the camp. Not more than5 per cent of the strength of the command (disregarding fractions) will be selected. This report will show affirmatively that the men were selected in accordance with the provisions of this letter.

6. Where the command is divided into distinct organizations, commanding officers will pro rate the allotment among the various units by such method as he deems just.

Care will be taken to see that detachments belonging to the command but acting on detached duty are given due consideration. If necessary, commanding officers may appoint a selection board for each organization.

7. In order that this office may be advised of the probable number of men that will be recommended, commanding officers will submit a report giving the names of the men recommended by the boards. At posts outside of the United States, this report will be made by telegraph. This office will also be notified of changes in the boards' recommendations, as outlined in Paragraphs 15 and 16.

8. When the number of officers that will be required is ascertained, commanding officers will be notified of the quota assigned to their post and the place and date on which the men are to report. This notification will be by telegram in the following form:

"Training camp quota men. Report (place) (date)."

9. Upon the receipt of this telegram, commanding officers will transfer the necessary number of men from the top of the list to the "Officers' training camp" at designated station ,so as to reach there on the proper date, and will notify this office by telegram of the names of the men transferred.

10. In case the commanding officer does not approve of any men selected by the board, he will so state in the report called for in paragraph 7, giving the facts in full. Men whose selection is not approved by the commanding officer will not be transferred until a decision has been rendered by this office; and the quota allowed the post will be reduced by the number of men so held for investigation.

11. The Marine Corps has a large number of young men of the type desired for officers, and the utmost care should be taken to see that the best available material at each post, regardless of length of service, is selected.

12. While a definite quota will be assigned to each post, the full number should not be designated for the camp unless there are that number of men at the post who are especially desirable.

13. Boards should encourage men to submit evidence of their special qualifications and education, letters of commendation, etc. Commanding officers will inform all men at their posts that, if they desire to place before the board any correspondence on file at these headquarters with their official records, application for same should be made through official channels.

14. The selection boards will also consider letters of recommendation from persons outside of the military service, and diplomas and certificates of graduation from colleges and military schools.

15. After the report has been submitted, the commanding officer will keep the board informed of all facts that might change the board's finding in any case. The board will submit supplementary reports recommending such changes as they deem necessary.

16. As far as practicable, men on the list recommended by the board should not be transferred to another post before the receipt of the telegram mentioned in paragraph 7. If it becomes necessary to transfer one of these men, he will be eliminated from the list and the others moved up accordingly. A slip will be attached to the front cover of his descriptive book giving the following information:

"This man recommended by selection board for officers' training camp. He was number on the list of men."

This report will be given careful consideration by the board at the post to which the man is transferred.

17. Commanding officers will bring this circular to the attention of all officers attached to their commands, impressing upon them the desirability of making such recommendations as they deem suitable, not only in regard to men attached to their own post but to other posts as well. In order that there will be no chance of previous recommendations being overlooked, they should be renewed if the men are still considered desirable.

18. The course of instruction at the camp will cover a period of approximately three months. Upon completion of the course, existing vacancies will be filled from those recommended for commissions.

19. Commanding officers will forward to these headquarters the report of the selection board mentioned in paragraph 5, with his approval or disapproval as outlined in paragraph 10. The attention of commanding officers is also invited to the fact that the following reports are required by this letter:

(*a*) Names of men recommended by the board in order of desirability. This report is to be made immediately upon receipt of the board's recommendations. (Pars. 7 and 10.)

(*b*) Changes in the board's recommendations. (Pars. 15 and 16.)

(*c*) Telegraphic report of the men transferred. (Par. 9.)

20. As will be seen from the foregoing, the future of our commissioned personnel is in the hands of the officers of the corps. It is of the utmost importance that especial care be taken in the selection of candidates.

21. Please acknowledge receipt of this letter immediately.

[Inclosures B.]

OUTLINE OF PROPOSED COURSE OF INSTRUCTION.

1. Infantry drill:
   Textbooks: Guard Manual, U. S. Army; Infantry Drill Regulations.
   Practical: Close and extended order through school of the battalion.
2. Military topography:
   Textbook: Sherrill's Military Topography, Parts I, II (Chapters I and IV), and III.
   Practical: Making road and position sketches; Intelligence reports.
3. Field engineering:
   Textbook: Field Engineers' Manual, Part V.
   Practical: Laying out and constructing various types of trenches, obstacles, etc.
4. Minor tactics:
   Textbooks: Tecnique of Modern Tactics; Field Service Regulations; Pamphlets on Trench Warfare.
   Practical: Map problems.
5. Bayonet fighting and bombing:
   Textbooks: Latest pamphlets of instructions.
   Practical: Development as instructors.
6. Small arms:
   Textbooks: Marine Corps Score Book; Nomenclature and Description of Rifle and Pistol.
   Practical: Range work and development as coaches.
7. Signaling:
   Practical: Semaphore, wigwag, buzzer, heliograph, and blinker.

In my annual report for 1916, and again in my annual report for 1917, I recommended the purchase of a site for the establishment of an east coast post for the concentration and quartering of marines. I stated that the following considerations should govern in the selection of the site for this post:

(*a*) It should be conveniently located with reference to the waters in which the fleet would be concentrated upon the outbreak of war.

(*b*) It should be located on a harbor of sufficient depth to permit a transport coming alongside the docks.

(*c*) It should have railway facilities.

(*d*) It should be of sufficient extent to provide quarters and maneuvers fields for the troops and target ranges for small-arm, machine-gun, and field-artillery practice.

(*e*) Its terrain should be varied, so that it may be suitable for purposes of military instruction.

(*f*) The site should be a healthy one, and it should be so located as to accord facilities of recreation and liberty for the enlisted men.

Strategic considerations demand that a site on the shores of Chesapeake Bay, or of one of its tributaries, which fulfills the other conditions mentioned above, should be selected.

When this country entered the war and the Marine Corps was very largely increased, it became necessary to construct a temporary post where the additional men could be housed and trained. Quantico, Va., 34 miles below Washington on the Potomac River, was selected by a board appointed for the purpose of considering all sites in this vicinity, and at this post temporary quarters and all necessary storehouses, etc., were built for the quartering and training of about 7,000 men. Land was leased from the Quantico Co., between 4,000 and 5,000 acres being in the tract, this amount of land containing a varied terrain which is necessary for the proper training of troops for war. It was necessary to establish both Infantry and Artillery

target ranges, and this, of course, can only be done on a large tract of land. The establishment of a rifle range became necessary, as we had vacted our range at Winthrop, Md., because it was interfering with the necessary work of testing guns at the Naval Proving Grounds, Indianhead, Md. This range is now nearly completed, is in working order, and will answer all purposes for a Marine Corps range. The quarters and all of the buildings, in fact, are of temporary construction, because of the expense and because they had to be built in a short time. The building was done very rapidly, and men were properly housed and cared for not only during the summer but the buildings were prepared for cold weather and before the cold weather came they were made very comfortable. The place had a great deal of work done besides the building, in the way of building roads, draining places, clearing up generally, and doing a great deal in the line of sanitation. This has been so successfully done that the sick rate at Quantico has been lower than it was before the war in ordinary barracks.

We have spent over a million dollars all told on Quantico, although in one or two minor particulars it does not fill all of the requirements for a permanent post, the principal one being that, as stated, a permanent post should be located on a harbor of sufficient depth to permit of transports coming alongside the dock. The maximum depth for a ship reaching Quantico is 22 feet, but I do not consider this a very serious obstacle, because nine-tenths of the marines who leave the United States for any of our duties in the West Indies or other places leave from the Philadelphia Navy Yard, and this is the best place for them to leave, because it is so near our factory at 1100 South Broad Street, Philadelphia, where all of our supplies are collected, and it is a question of only a few hours travel by rail to send men from Quantico to Philadelphia in case it becomes necessary for them to leave on shipboard. It is also only a few hours by rail from Quantico to Hampton Roads in case that port of departure is considered advisable. Besides, the Government buildings which have been erected at Quantico, a complete sewer system has been installed, also complete water system and electric-light system. On the grounds just next to the tract the Quantico Co. has built a small hotel and several cottages which are rented to officers and their families. We lease this land by the year, and in my opinion the buildings that are now on it would last and be suitable for use for quite a number of years to come with proper care, particularly with renewal and underpinning from time to time.

I have been in communication with the Quantico Co. as to the possibility of the purchase of this tract of land containing between 4,000 and 5,000 acres and find that the whole tract, together with the hotel and the cottages, could be purchased for $600,000, and considering all of the facts that I have stated above, particularly the amount of money which has already been spent there, I personally think that the purchase should be made now so that any additional money which is of necessity spent at Quantico may be spent on land which belongs to the Government, instead of on rented land. Of course, in the future these temporary buildings will have to be replaced by permanent structures, but that would be some time in the future and need not be looked out for now. If the corps should be increased, thus necessitating the building of more temporary

quarters there is ample land adjacent to the present site for any extension necessary. If purchased, the hotel would make excellent quarters to assign officers and the bungalows could also be assigned in the same manner and prove very serviceable indeed. I have ordered a board to survey the whole tract and report the exact number of acres it contains, but as near as we can get to it now the tract contains about 4,000 acres.

Work on the west coast post at San Diego, Cal., is delayed pending the filling in, which I understand is being carried on as rapidly as possible. Many members of the committee visited this site, so its needs and conditions are as well known to the committee as they are to me. This will make an ideal post later on. I have already had the plans made for the different buildings, and at the proper time the contract will be let in accordance with the appropriation granted by the last Congress.

As I stated in my hearings before the subcommittee a few days ago, the improvements and additions to the Marine Corps clothing factory at Philadelphia are progressing, and in a short time the plant there should be and will be able to furnish nearly all of the articles of equipment necessary for the Marine Corps, and such excellent work is done there that I feel sure the Government will be more than repaid for all that has been spent on the plant.

The work of the marines in Haiti and Santo Domingo has, as I stated in my annual report, been most efficient in both countries. A state of peace has been effectively maintained, and the inhabitants of the country have been given an opportunity to develop its resources. Since the writing of my annual report I have been informed officially of the opening of an automobile road from Port au Prince to Cape Haitien. This road, which before was almost impassable, even for a man on horseback, has been put in such condition that the trip of about 230 miles was lately made by the officers of the gendarmerie, who escorted the President on this trip in 13 hours, thus, in my opinion, doing more for the advancement of Haiti than almost any other one thing could do. This road-building was done by the gendarmerie, and the officers and men of that organization deserve the greatest possible credit for their work. The road has been built at an expense so small that it seems almost impossible, but it was made possible by the fact that the officers of the gendarmerie got the natives so interested in the work that in many cases they contributed their labor. As I stated last year, and also this year, in my annual report, I can not too strongly congratulate the officers of the corps who by their energy and intelligence have done so much to better the conditions in Haiti and Santo Domingo.

In Santo Domingo a constabulary has been started similar to the Haitien gendarmerie, but the organization can not be completed until Congress takes the necessary action toward granting authority for officers of the Marine Corps to temporarily accept service under the Government of Santo Domingo as was done in the case of Haiti. There has been some question as to whether or not officers of the Marine Corps performing this duty should receive additional pay. Of this there is no question in my mind, and in my opinion the good results of the military occupation in Haiti well warrant the small expense which has been entailed by the receipt of additional pay by officers on duty there in the gendarmerie. I can not too strongly

recommend that the same consideration be given officers doing similar duty in the sister Republic of Santo Domingo. As will be seen from page 9 of my annual report for the year 1917, the same good work as heretofore has gone on with reference to the carrying on of the necessary rifle practice and the results have been most gratifying, and those aiding the practice are deserving of every commendation possible.

The cantonment at our recruit depot at Paris Island, S. C., is similar to the one at Quantico and holds about the same number of men. It has been most serviceable and has made it possible to house thousands of recruits who came in so rapidly just after war was declared. This, like the Quantico cantonment, had to be built on rented land. In my opinion every interest of the Government would be subserved by the purchase of the whole island, and thereby removing what from time to time has been very objectionable—that is, the proximity of very undesirable people who live on the island. In my opinion the island could be bought for a very reasonable sum. In this case all of these objectionable features could be removed, thereby adding very greatly to the discipline and health of the command.

In relation to the establishment of the east coast post at Quantico, or at some other point, and the establishment of a large post at San Diego, Cal., it has been brought more and more home to me that the largely increasing manufacturing industries of the different navy yards make it practically impossible to accommodate marine posts inside the navy yards. The New York barracks will soon have to be given up, and probably in the not distant future, Norfolk as well. This simply means that quarters elsewhere must be provided, and in my opinion it is impossible to justify a longer delay, for when the time comes that the barracks in the navy yards have to be given up for industrial purposes the need is so pressing that there is no time for delay. Therefore, it seems to me essential that proper arrangements should be started now.

In conclusion, as I stated in my annual report, I deem it pertinent to add that the Marine Corps has met successfully the many difficult situations which have confronted it as the result of its sudden expansion. The entire corps has been well sheltered, well fed, well clothed, properly equipped, trained and organized for war, and thus far has carried out its mission in an efficient manner.

There will be several things, not in reference to the statement exactly, but things that I recommend.

Extract from annual report Secretary of the Navy:

> Also the provision that in making the temporary appointments as ensigns the maximum age limit shall be 50 years for commissioned warrant officers and warrant officers has prevented such appointments in the cases of a number of very deserving officers of those classes, and it is hoped that this restriction will be removed.

In this connection no more deserving case exists to-day than that of Gunner Henry L. Hulbert now serving with the Fifth Marine Regiment in France, and who is prevented from attaining commissioned rank by the fact that he was some five months over the 50 years prescribed in the provision just alluded to.

Hulbert entered the Marine Corps March 28, 1898, immediately prior to the opening of the Spanish-American War, and served continuously as an enlisted man until his appointment to the rank of

marine gunner on March 27, 1917. During his 19 years' service as an enlisted man he passed through all the noncommissioned grades and when discharged was sergeant major at the headquarters of the corps with five excellent discharges and their accompanying good-conduct medals, the congressional medal of honor, and a record not marred by a single offense.

The soldierly qualities of Hulbert are best illustrated by the following quotation from a letter of commendation from the Secretary of the Navy dated May 22, 1899, "The gallantry of Private Henry L. Hulbert, who remained behind at the fence till the last and who was with Lansdale and Monaghan when they were killed, I desire especially to mention" and for the gallantry thus displayed he was awarded the congressional medal of honor

Upon the formation of the Fifth Regiment for service in France, Hulbert immediately volunteered for foreign service and the character of his service with the American Expeditionary Forces is best indicated by the following extracts from the indorsements of his commanding officers recommending him for promotion to commissioned rank:

Commanding officer, Sixty-sixth Company:

"I can not too strongly support Gunner Hulbert's request * * *. If the young lieutenants recently appointed had half of Mr. Hulbert's energy, professional knowledge, physical ability, or manner of handling men under him, the arduous duties which now devolve upon the average company commander would be materially simplified."

Battalion commander, First Battalion, Fifth Regiment:

"Gunner Hulbert has proven conclusively, while attached to this battalion, that he is physically and professionally qualified to perform the duties of a commissioned officer. Nervously active, ambitious, zealous, always ready to help with valuable advice and original ideas, he is undoubtedly one of the most efficient officers in the service to-day."

Adjutant, First Battalion, Fifth Regiment:

"As a young officer new to the service, I wish to state that Mr. Hulbert has helped me a great deal. * * * I served in the same company with Mr. Hulbert and will not hesitate to say that he can hold his own with the younger officers from a physical standpoint. * * * If the Fifth Regiment ever goes over the top I want to go over with Mr. Hulbert."

Regimental commander:

"Marine Gunner Hulbert, United States Marine Corps, has given excellent service since I assumed command of this regiment. His energy, ability, and length of service merits his promotion to the rank of second lieutenant."

In this connection I may state that Hulbert has personally served under me, and I fully coincide with the recommendations made by these marine officers in the field in France, and can not too strongly support the recommendation of the Secretary of the Navy that legislation be enacted in favor of warrant officers of the Marine Corp of long and faithful service who are disqualified from obtaining commissions by reason of the maximum age limit of 50 years.

A few years ago Congress enacted a law creating the grade of first-class private in the Army.

In view of the fact that the Marine Corps is frequently serving with the Army, and in view of the further fact that the present law provides that the Marine Corps shall be on the same footing, as to pay and allowances, as the Infantry of the Army, and in order that there may be no discrimination, it is again earnestly requested that a clause be inserted in the naval appropriation bill doing away with this discrimination against the Marine Corps. Under the sub-

heading "Pay of enlisted men, active and reserve list," on page 105, after the third line (first draft of the bill), insert:

*Provided*, That not more than twenty-five per centum of the authorized number of privates in the Marine Corps shall have the rank of private, first class, which rank is hereby established in the Marine Corps.

I am appending to the record a copy of my letter, under date October 15, 1917, on this subject. This letter was approved by the Secretary of the Navy, but no action was taken by the last Congress.

It is further recommended that immediately following the above suggested insertion the following clause be inserted in the same bill:

*Provided further*, That every marine who performs the duty of fireman on board any vessel of war shall be entitled to receive, in addition to his compensation as marine, compensation at the rate of 33 cents a day for the time he is employed as fireman.

This in order that the discrimination against marines performing this class of duty may be eradicated, in view of the fact that Navy men doing similar duty get additional pay.

I am attaching hereto also a copy of a letter from the honorable the Secretary of the Navy to the chairman of the Committee on Naval Affairs, United States Senate, under date December 8, 1917. From this it will be seen that the matter of extra compensation to marines acting as firemen was also approved by the Secretary of the Navy, but this matter also was not acted upon.

From: The Major General Commandant.
To: The Secretary of the Navy.
Subject: Legislation to provide for first-class privates in the United States Marine Corps.
Reference: (*a*) Section 1612, Revised Statutes.

1. It is recommended that steps be taken at the coming session of Congress to secure legislation which will provide for the grade of first-class private in the United States Marine Corps. The present enlisted grades in the Marine Corps are those provided by law many years ago, with a view to their corresponding to the grades authorized for the Infantry of the Army. With the exception of the enlisted grade of gunnery sergeant, the present ranks of enlisted men in the Marine Corps have their corresponding ranks in the Infantry of the Army; but by the act of June 3, 1916, the grade of first-class private was established in that branch of the military service. It is therefore considered necessary, in order that the Marine Corps may not lose its similarity in organization to that of the Infantry of the Army, with which it is often called upon to serve, that this grade of first-class private be now established in the same ratio (i. e., 1 first-class private to 3 privates), as is provided for the Infantry of the Army. The pay of first-class privates, if authorized by law, under section 1612, Revised Statutes, will be $18 per month.

2. If the above recommendation meets with the approval of the Secretary of the Navy, it is requested that authority be granted the undersigned to take up this matter with the Committee on Naval Affairs of the House of Representatives at its hearings, as affecting the Marine Corps, during the coming session of Congress.

3. The following provision inserted in the regular annual appropriation act, under "Pay, Marine Corps, subhead 'Pay of enlisted men, active and reserve list,'" will accomplish the purpose desired, viz:

"*Provided*, That not more than twenty-five per cent of the authorized number of privates in the Marine Corps shall have the rank of private, first class, which grade is hereby established in the Marine Corps."

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DEPARTMENT OF THE NAVY,
*Washington, December 8, 1917.*

MY DEAR MR. CHAIRMAN: I have the honor to again bring before you for favorable consideration the following matter. This matter was submitted to you under date of May 4, 1917, but as yet no action has been taken thereon.

It is frequently necessary, especially in tropical waters and at other times when the temperature is high, to detail marines on board ship for duty in the firerooms to

assist the regular firemen, who require short and frequent shifts on account of the intense heat in the firerooms.

This employment of the marines is not, of course, within the ordinary scope of their duties, but it is, nevertheless, duty of a character which may properly be required of all persons in the naval service in case of necessity. As this work is of a kind to which the marines are not accustomed and inured, and as it occasions additional severe wear and tear on their clothing, it would appear that they should receive extra compensation therefor. Furthermore, especially in time of war, when the speed of vessels, in chase, for example, must be temporarily raised quickly, it might be imperative to employ extra help of this kind in the firerooms.

Section 1570 of the Revised Statutes of the United States provides as follows:

"Every seaman, ordinary seaman, or landsman who performs the duty of a fireman or coal heaver on board of any vessel of war shall be entitled to receive, in addition to his compensation as seaman, ordinary seaman, or landsman, a compensation at the rate of 33 cents a day for the time he is employed as fireman or coal heaver."

Section 1765 of the Revised Statutes reads as follows:

"No officer in any branch of the public service, or any other person whose salary, pay, or emoluments are fixed by law or regulations, shall receive any additional pay, extra allowance, or compensation, in any form whatever, for the disbursement of public money, or for any other service or duty whatever, unless the same is authorized by law, and the appropriation therefor explicitly states that it is for such additional pay, extra allowance, or compensation."

Although additional compensation is provided for seamen and landsmen who are detailed from their regular duties to the firerooms, such additional compensation is not "authorized by law" for marines so detailed.

The naval appropriation act approved August 29, 1916 (39 Stat., 575), changed the designation of ordinary seamen to seamen, second class, and that of coal passer to firemen, third class. There are no longer in the Navy any persons having the designation of coal heavers.

In order to accomplish the result above indicated I have the honor to recommend that section 1570 of the Revised Statutes be amended accordingly, and, with that end in view, there is inclosed herewith the draft of a bill which is commended to your favorable consideration and that of your committee.

Sincerely, yours,

——— ———,
*Secretary of the Navy.*

I suggest the following insertion on page 109 (draft No. 1): Strike out the semicolon at the end of line 1, and in place of the words stricken out in line 2 and part of line 3, the words "at such rate as the Secretary of the Navy may prescribe."

The committee may recall that at my hearing of February 29, 1916, I recommended and the Congress authorized, for reasons there explained, a commutation of rations to recruiting parties. It was then stated that it was highly desirable that some authority of law should exist for paying either this commutation to men or furnishing to them board and lodging in kind, as circumstances might require, but it was specified at the time that the commutation rates to be allowed would be $1 per day, the same as given to the Army in Army Regulations, for men on detached duty.

Due to the increased cost of living, it has been found to be almost an impossibility for a board and lodging contract to be made for these particular men at a subsistence rate alone less than $1 per day, with an additional charge for lodging. Our experience in this connection is the same as in the Navy and in the Army. It therefore so happens that these recruiters must pay from their own pockets the increased cost of their subsistence.

In the naval service recruiters are all placed upon a commutation basis at the rate of $1.50 per day. In the Army, where board and lodging contracts are the rule, the cost averages about the same amount. The Army rate of $1 per day for commutation, which we have applied to the Marine Corps, is an elastic rule, not fixed by law,

but one which the Secretary of War may change, in his discretion, but up to this time he has never applied it to the Army recruiting service. He applies it only to enlisted men on detached duty elsewhere than on recruiting duty. We think that, in so far as concerns the Marine Corps, the Secretary of the Navy should have the same power as the Secretary of War and make the commutation what the actual conditions demand in the locality in which the service is rendered.

The Marine Corps recruiting service is intimately associated with that of the Navy, and our recruiters work in cooperation with those of the Navy. It is the cause of great dissatisfaction and discontent that they should pay part of their subsistence out of their own pockets, while they see other recruiters of the Navy and the Army more generously provided for.

Any discontent or dissatisfaction that exists in the Marine Corps recruiting service can not fail to react upon the efficiency of the Marine Corps, for, as you gentlemen know, we do not secure our recruits under the selective draft law. We secure only voluntary enlistments, enlistments that can only be had through the earnest efforts of our recruiters themselves.

Memorandum for the officer in charge of recruiting.

1. A thorough investigation of the cost of living of the recruiters attached to this division discloses the following facts:

RENT.

A suitable room in a respectable place for a single man can not be had for less than from $15 to $20 per month, which rate it has at times, I understand, been necessary to exceed.

Proper housing facilities in suitable location for married men run from $20, which usually means two small rooms for light housekeeping, and are seldom in keeping with the dignity of the man's position, to $35 for a small apartment. In addition to this there is the extra expense for fuel for cooking and lighting, and in some instances, heating. Also there is the cost of furniture, which must be either purchased (usually on the installment plan) or hired, either method, of course, materially reduces the monthly income.

FOOD.

It is impossible for single men to get three proper meals per day for the present commutation; such will average not less than 50 cents each in any restaurant that it it proper for marines to frequent, and are none too good at that, especially when it is considered that the great majority of these men are on the street all day exposed to the wind and weather. To overcome this condition many of the men dig into their pay proper, some to a considerable extent, while some have formed the habit of denying themselves lunch, which in my opinion does not make for efficiency, but is almost necessary if any members of their families are even partially dependent upon them for support.

As for married men, the tremendous increase of the price of foodstuffs is too well known to make it necessary for me to go into it here: many of the staples have more than doubled in cost and all have had to greatly lower their standard of living. Even good cuts of meat, not the best by any means, have become almost a luxury and many other things are almost prohibitive in price if not absolutley so.

INCIDENTALS.

Carfare to and from work, tobacco, washing, the installments on Liberty bonds for which many of the men have subscribed, doctor's and dentist's bills for wife and children, together with the hundred and one small but necessary expenses that are constantly cropping up cause a real hardship and have at times resulted in actual want for short periods. Little is left for the modest kind of amusement and practically all say that it is impossible to save anything.

CONCLUSION.

That in all justice the commutation should be increased to not less than $1.50 per day as soon as possible.

F. H. DELANO.

The Marine Corps should have a complement of officers, temporary as well as permanent, in proportion and distribution in rank, as set forth in the appropriation bill of August 29, 1916. for various reasons; one of which is that it will give a larger field from which to select officers of a certain rank for a duty commensurate with such rank. And further it is a recognized custom in all military establishments the world over to provide the requisite number of officers of all grades with any number of men authorized. To allow officers only up to and including major is a seriously faulty arrangement and one that should be corrected by providing the proper officers of all ranks.

An enlisted man should have the privilege of drawing against money on deposit, by special requisition, approved by the commanding officer; a method which is now used aboard ships to secure pay at times other than the regular pay day. A large number of men are now deterred from depositing money by the knowledge that it is tied up until the end of enlistment.

I will say in this connection that only a very short time ago there was a man who had been in the Marine Corps nearly all his life and he developed an inventive genius. He invented some war machinery, and he wanted to get it patented. He had ample money deposited which he could not touch, because his enlistment was not up. His situation impressed me so much that I had to find a way to let him have his money. It became necessary to discharge him, to let him get the money that he had, so that he could perfect this invention, and since that time he has gone into the Army and is making very good indeed with his invention.

It is recommended that the legislation prescribing the number of enlisted men in the Marine Corps be so worded that hereafter the number of enlisted men in the Marine Corps shall also be exclusive of the Marine Band, in addition to being exclusive of those sentenced by court-martial to discharge. At the present time in arriving at the number of officers allowed by law (4 per cent) it is necessary to subtract the strength of the band (67) from the total authorized strength, making an uneven number and unnecessary calculation. This will increase the number of officers by three, a negligible number.

That is simply because the Marine Band, as a military organization, is not officered.

I will append here a record showing, first, the strength of the Marine Corps on January 1, 1910, December 31, 1916, April 6, 1917, September 7, 1917, and January 17, 1918, and so on.

Strength:

| | |
|---|---|
| Jan. 1, 1916 | 9,986 |
| Dec. 31, 1916 | 11,723 |
| Apr. 6, 1917 (declaration of war) | 13,266 |
| Sept. 7, 1917 (regular) | 30,000 |
| Jan. 17, 1918 (including 2,006 reservists) | 35,260 |

Cost: Average cost per recruit for the calendar year 1916 was $48.83 (transportation only, $22.78, and excluding transportation, $26.05); for the calendar year 1917 the average cost was $20.45 (transportation only, $20.45, and excluding transportation, $7.87). The figures for 1917 include cost of reservists.

Recruiters: The average number of enlisted men on recruiting duty in 1916 was 279. The recruiting force was increased in April, 1917, to 410 men, reduced in August, 1917, and on January 17, 1918, there were 322 enlisted men on recruiting duty.

Publicity bureau: The average number of enlisted men employed at the publicity bureau is 30 men. There are now 33 men on duty there. The publicity bureau prints and distributes all recruiting pamphlets, handbills, posters, hangers, literature, and recruiting forms.

Recruiting literature: During the fiscal year ending June 30, 1917, the recruiting service distributed the following number of pieces of recruiting literature, etc.:

| | |
|---|---|
| Booklets, pamphlets, etc. | 1,547,690 |
| Handbills of various kinds | 2,717,348 |
| Posters | 467,453 |
| Hangers | 52,907 |
| Total | 4,785,398 |

It is estimated that about two-thirds of these pieces were distributed between April 1 and June 30, 1917.

Expenditures: Expenditures under the appropriation "Transportation and recruiting" (excluding transportation of troops) was:

| | |
|---|---|
| Fiscal year 1915 | $131,304.60 |
| Fiscal year 1916 | 158,251.65 |
| Fiscal year 1917 | 466,674.01 |
| Apr. 1, 1917, to Nov. 15, 1917 | 473,225.55 |

These amounts include rent of recruiting stations, expenses of publicity bureau, advertising, maintenance and equipment of recruiting stations, transportation of recruiting parties and applicants for enlistment and enrollment, and all other incidental expenses of the recruiting service.

Enlistments: Since the declaration of war (Apr. 6, 1917) to and including January 17, 1918, there were 22,734 enlistments and during the same period 2,207 enrollments in the reserve. From January 1, 1917, to January 17, 1918, there were 25,173 enlistments and 2,229 enrollments in the reserve.

National naval volunteers: The strength of the national naval volunteers (Marine Corps branch) was, on January 17, 1918, 826 enlisted.

(See chart attached.)

I will append hereto a list showing number of officers and enlisted men in the Marine Corps on January 22, 1918:

Officers and enlisted men in the Marine Corps on January 22, 1918:

| | Officers. | Men. |
|---|---|---|
| Regulars | 1,191 | 33,235 |
| Reserve | 30 | 2,260 |
| National Naval Volunteers | 9 | 819 |
| Total | 1,230 | 36,314 |

That means that we have gone over our strength, and we are authorized to do that, because several thousand of those are reserves which we are authorized to take, and besides, again, we are authorized to have 30,000 enlisted men, but we have stopped recruiting for the year, because we do not wish to go any higher and run the risk of going beyond our factor of service.

Mr. OLIVER. To what extent can you enlist reserves?

Gen. BARNETT. To any extent.

Mr. OLIVER. How many reserves are there in the number you gave?

Gen. BARNETT. Two thousand two hundred and sixty.

I have here a statement showing the required permanent strength of the Marine Corps:

*Required permanent strength of Marine Corps.*

| | |
|---|---|
| Expeditionary units: | |
| Advanced base brigade, and First Regiment (F. D.), Philadelphia, Pa | 856 |
| Infantry brigade A. B. (2 regiments) | 2,346 |
| First Provisional Brigade, and Gendarmerie, Haiti | 1,007 |
| Second Provisional Brigade, and Guardia Nacional, Santo Domingo | 1,866 |
| Third Provisional Brigade, Cuba | 2,046 |
| Eighth Regiment | 1,070 |
| Tenth Regiment (Field Artillery) | 997 |
| Eleventh Regiment (A. B. Artillery) | 658 |
| Aeronautic duty | 500 |
| Foreign stations: | |
| Guam | 500 |
| Guantanamo | 300 |
| Nicaragua | 101 |
| Pearl Harbor | 400 |
| Peking | 286 |
| Philippines | 300 |
| San Juan | 15 |
| St. Thomas | 340 |
| Marine detachments on board ship | 2,863 |
| Administrative units | 423 |
| | 16,874 |

The administrative units include and can take in headquarters people on clerical duty, etc.

*Posts in the United States.*

| | |
|---|---|
| Annapolis | 81 |
| Boston | 250 |
| Charleston, S. C | 130 |
| Chelsea, Mass. (hospital) | 25 |
| Dover, N. J | 150 |
| Hingham, Mass | 50 |
| Indianhead, Md | 200 |
| Iona Island, N. Y | 100 |
| Key West, Fla | 100 |
| Las Animas, Colo | 45 |
| Mare Island, Cal. (including men under training) | 1,500 |
| Navy Yard, D. C | 150 |
| New London | 50 |
| Newport, R. I | 100 |
| New York, N. Y | 400 |
| New York, N. Y. (hospital) | 12 |
| Norfolk, Va | 400 |
| Norfolk, Va. (hospital) | 24 |
| Pensacola, Fla | 105 |
| Philadelphia, Pa | 400 |
| Portsmouth and Naval Prison, Portsmouth | 320 |
| Puget Sound, Wash | 300 |
| Paris Island, S. C. (including men under training) | 5,500 |
| Quantico, Va | 500 |
| Radio, Va | 25 |
| San Diego, Cal | 2,000 |
| St. Julien's Creek | 31 |
| Washington, D. C | 250 |
| Washington, D. C. (hospital) | 12 |
| New Orleans, La | 101 |
| Required | 30,185 |

That includes, as you see, the total strength of the Marine Corps.

*Relative standing of the various districts based upon the number of enlistments procured for the Marine Corps during the period April 1-November 22, 1917.*

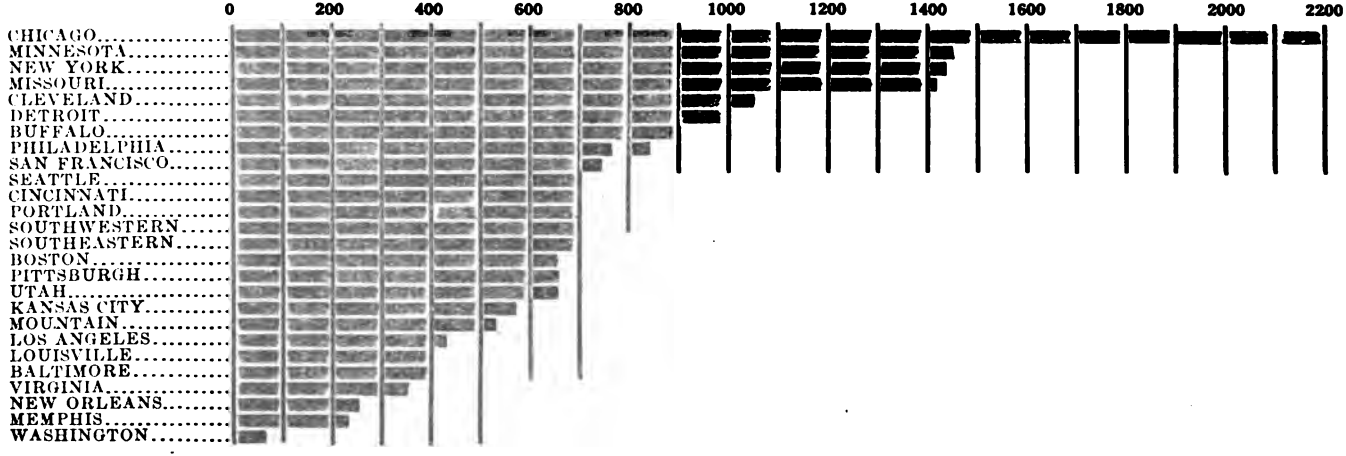
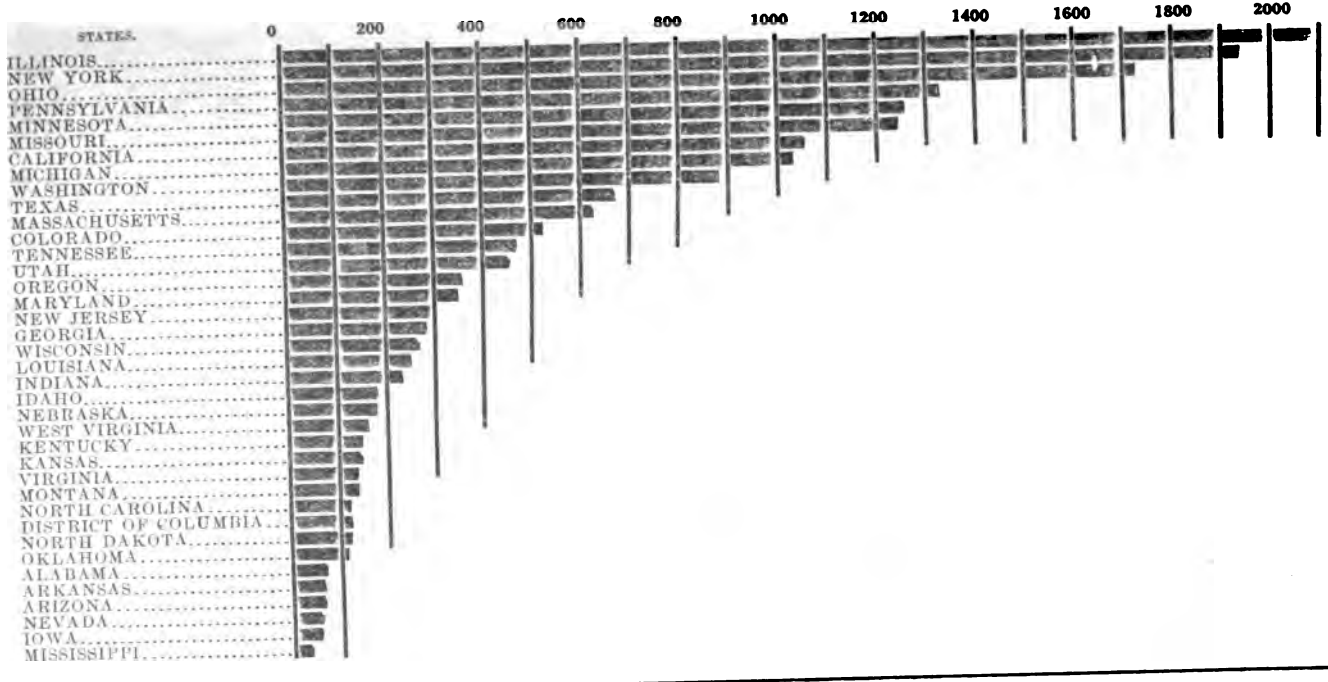


*Chart showing Wartime Enlistments in the U. S. Marine Corps, by States, April 7–October 31, 1917.*



*Required temporary strength, United States Marine Corps, including one brigade in France.*

| | | |
|---|---|---|
| Total strength of United States Marine Corps, Jan. 22, 1918, including reservists and National Naval Volunteers | | 36,334 |
| To increase: | | |
| Boston and Portsmouth, N. H., as needed | | 100 |
| New York and outlying stations as needed | | 500 |
| Philadelphia and outlying stations as needed | | 300 |
| Washington as needed | | 100 |
| Norfolk as needed | | 300 |
| New prison and oil station to be built, as needed | | 300 |
| Charleston, S. C., as needed | | 100 |
| Aviation as needed | | 500 |
| Ships' detachments as needed | | 1,000 |
| Total | | 39,534 |
| Additional regiment in Cuba | 1,073 | |
| Two regiments for advanced base brigade to replace those now on other duty outside the United States | 2,346 | |
| Skeleton brigade for San Diego | 1,700 | |
| | | 5,119 |
| Strength of Marine Corps, including one brigade in France | | 44,653 |

There are a great many ships that they have no detachments on, such as battleships and first-class cruisers. They are not on there now because they are using the battleships as training places for engineers.

That 1,000 for ship detachments is based on the actual strength of the guard required for ships that have no guards now but are entitled to guards according to orders of Naval Operations.

*Required temporary strength, United States Marine Corps, including one division in France.*

| | | |
|---|---|---|
| Strength of Marine Corps, including 1 brigade in France | | 44,653 |
| Strength of division plus 50 per cent for replacements | 37,710 | |
| Strength of brigade plus 50 per cent for replacements | 11,019 | |
| Increase to make division | | 26,691 |
| Total | | 71,344 |

Mr. BRITTEN. Did you not refer to a brigade as forty-odd thousand?

Gen. BARNETT. No.

Mr. BRITTEN. In your former statement I thought you did.

Gen. BARNETT. The strength of the Marine Corps, including one brigade in France, that is required, 44,000, and, as I say, the strength of an army division, plus 50 per cent for replacements, is 37,710. While a division may be made up of two brigades, you can not double the size of a brigade and take that for the strength of a division A division is much larger than two brigades.

Mr. BRITTEN. Is that the reason you prefer a division?

Gen. BARNETT. No; I prefer the division for the reasons stated in another part of my hearing, that in France, or any place, the division is now the unit of operations. Whenever you hear or read of so many men being at a particular place, or the Germans moving from one front to another, you do not hear that they moved so many regiments, but they moved so many divisions.

Mr. BRITTEN. What is the size of a division now?

Gen. BARNETT. The strength of a division, plus 50 per cent for replacements, is 37,710. That is copied from the Army schedules.

In the last bill you authorized for certain numbers of noncommissioned officers. We have found that this number of noncommissioned officers is not quite large enough, so I am recommending here that in order to more efficiently perform the duties required, the number of noncommissioned officers be left to the discretion of the Secretary of the Navy, as is the case in the Navy with petty officers. In cases of real emergency, to be decided only by the Secretary of the Navy, let him increase that number.

I wish to bring to the attention of the committee, that we are doing one thing in the way of recruiting that is a little out of the ordinary run.

Congressman Butler of Pennsylvania brought to the attention of these headquarters the fact that the authorities at West Chester, Pa., had made it obligatory for all male attendants at public schools to be instructed in military warfare, and at the request of Congressman Butler a sergeant was detailed for this duty. In this way, there was inaugurated, for the first time in American history, compulsory military education at schools. There is no doubt that if this were followed by other communities much good would result therefrom, as it would lay the groundwork for universal military training. These headquarters are willing to cooperate in all respects with communities, so far as it is practicable to do so, to provide instructors for this purpose. We expect to get quite a large number of recruits from this school.

I know of no better way of forwarding recruiting than this, because these young men, if they get the military training, when they get old enough, you may reasonably count on 50 per cent of them entering the service. Whether they enter the Marine Corps, the Army or the Navy, is immaterial, but they will have the military training and they will be better potential soldiers, as well as better citizens in every possible way.

Mr. BRITTEN. What is the average age of those pupils in West Chester?

Gen. BARNETT. I understand from 16 to 19 years old.

The CHAIRMAN. I want to ask you one or two questions. You were speaking about assigning an officer to West Chester.

Gen. BARNETT. A noncommissioned officer.

The CHAIRMAN. I am not speaking now in criticism, because I approve of that personally, but I want to ask for information, so that it will be in the record, under what authority of law do you do that?

Gen. BARNETT. Under the recruiting regulations.

The CHAIRMAN. That is what I want to know because that question will be asked on the floor.

Gen. BARNETT. We are doing it under the general provisions for doing everything possible to stimulate recruiting, for the same reason that I detailed several noncommissioned officers to act as drill masters of a training corps that was gotten up in the city of Philadelphia and held two summer camps at Lansdowne, Pa., and I know of nothing in the whole recruiting system of the Marine Corps that yielded better returns than the work done by those noncommissioned officers in Lansdowne.

The CHAIRMAN. You mentioned about having two regiments in Cuba.

Gen. BARNETT. Yes, sir.

The CHAIRMAN. I thought you might want another one over there.

Gen. BARNETT. Yes, sir.

The CHAIRMAN. Are you contemplating maintaining two or three regiments over there permanently?

Gen. BARNETT. Not exactly permanently, sir; but nobody can tell how long. I think if we had had three regiments in Cuba about a year ago, when a little trouble occurred down there, I think all of that trouble would have been eliminated; there would not have been any trouble there at all. I think the trouble in Cuba to-day is minor, but I feel sure that the presence of a number of marines in Cuba during this winter for training undoubtedly, in my opinion, helped to save the Cuban sugar crop against marauders.

The CHAIRMAN. You spoke about marine firemen getting extra pay. I will ask you if that is just a minimum?

Gen. BARNETT. It is not much.

The CHAIRMAN. Are there not very few? They told us last year that there were perhaps half a dozen.

Gen. BARNETT. It would be more than that.

The CHAIRMAN. The information they gave us last year was that they would not exceed half a dozen.

Mr. HICKS. Are you speaking about these firemen?

The CHAIRMAN. These marines who do a fireman's duty down in the engine room.

Gen. BARNETT. I know of cases where a great many were down there for a long trip. As compared with the large number of marines on board, it is not a great number, but it is just a little discrimination. The sailor or deck hand doing exactly the same duty would not do any more, and yet he would get extra pay for it.

The CHAIRMAN. You spoke of a particular case by the name of Hurlburt, a little above 50 years. Last year, when the recommendations were submitted to the committee on age limitations, the official recommendation was 45 years, and the committee took the bit in its mouth and made it 50 years.

Gen. BARNETT. Yes, sir.

The CHAIRMAN. Now, you are wanting it increased. I wanted to ask you if you think that it is good legislation to increase a general provision of law upon the argument of isolated, individual cases here and there?

Gen. BARNETT. No, I do not think it is.

The CHAIRMAN. You have mentioned altogether about one individual upon which to predicate legislation in general for everybody above 50 years.

Gen. BARNETT. I would not make it general. If the record that I read of Hurlburt is sufficient to warrant it, then he deserves it.

The CHAIRMAN. I understand, in other words, that your recommendation is for special legislation for him?

Gen. BARNETT. Yes.

The CHAIRMAN. Now, then, will you not open the door for every other fellow that wants to come in above 50 years?

Gen. BARNETT. Probably you might. His case is so pronounced. He is a man who on the battlefield in Samoa really saved those who were there and was awarded a medal of honor for it. He did such excellent service that I thought it was worthy of mention.

The CHAIRMAN. Last year the official recommendation was limited to 45 years and the committee itself put it at 50 years, thinking they could go up to that age.

Gen. BARNETT. I was not thinking of any particular man then.

The CHAIRMAN. Now, I am asking you if it is good legislation to pick out an individual case, an isolated case, and change the general legislation to meet this case?

Gen. BARNETT. I will say to that no, but I will say this, that I have known of several cases of legislation that, while made to appear to be general, was specific and so intended.

The CHAIRMAN. I understand. We sometimes have too much of that.

Gen. BARNETT. Well, that is a matter, sir, upon which I have stated my views of the case.

The CHAIRMAN. Now, I wanted to ask you this further question: Without saying yes or no, affirmative or negative, but for the purpose of stating the question, assuming, and only assuming for the purpose of asking the question, that Gen. Pershing should recommend that no more Marines should be sent to France, and that the General Staff of the Army should recommend the same thing, would you insist on the Marines going, nevertheless?

Gen. BARNETT. I would insist, within my power, that the Marines who are there should stay there.

The CHAIRMAN. I am not talking about those who are there. I am talking about additional ones, if Gen. Pershing should recommend against sending them?

Gen. BARNETT. If Gen. Pershing should recommend that, and the General Staff should substantiate his recommendation, I feel perfectly sure that the Secretary of the Navy would not send any more men.

The CHAIRMAN. I am talking about what you would recommend, notwithstanding the recommendation of Gen. Pershing and the General Staff.

Gen. BARNETT. I would say it was for the American people to decide whether this war is a national war and whether it needs every man that can be put at the front.

The CHAIRMAN. I understand that.

Gen. BARNETT. My personal view is that if I had the power I would send every fighting man that I could to the front to-day. The President of the United States could send the whole Marine Corps if he wanted to.

The CHAIRMAN. I am just asking, if that condition should arise, what would be your recommendation?

Gen. BARNETT. I would not have the power to send them, but if I had the power to decide, if I were the Secretary of the Navy, I would send them all the same.

Mr. BUTLER. Is it possible to think that that situation could ever arise?

Gen. BARNETT. Do not ask me that question here.

Mr. KELLEY. I do not know whether it is proper for you to answer this question or not, but you will know, and you are pretty well informed, of course, as to the general stage of preparedness of the country for participation in the actual fighting on the other side, and the progress which has been made. In your judgment, will

the forces of the country really be in this war during this coming summer?

Gen. BARNETT. I hope so sincerely, and I think they will.

Mr. HICKS. I would like to ask the general one question, and that is this: Would it be possible for you to put your marines on board merchant ships as crews for the guns?

Gen. BARNETT. We can put the marines any place the Secretary of the Navy orders them.

Mr. HICKS. Do you train your marines in the handling of guns of that caliber?

Gen. BARNETT. Yes, sir; they do man many of the guns on our battleships to-day, particularly secondary battery guns.

Mr. HICKS. Are there any gunners in the Marine Corps that could be utilized to serve the Navy as gun crews on these merchant ships?

Gen. BARNETT. They can be used for gun crews for any merchant ship in the world if so ordered.

Mr. BRITTEN. Have any of these marines been used in the armed guard of merchant ships up to the peresent time?

Gen. BARNETT. No, sir.

Mr. HENSLEY. With reference to the Quantico recommendations that you made, you say there are about 4,000 acres there?

Gen. BARNETT. About 4,000 acres; yes, sir.

Mr. HENSLEY. Who composes the Quantico company?

Gen. BARNETT. I do not know. The head of that company is Mr. Eldridge Jordan. He is the man we rented it from.

Mr. HENSLEY. What improvements have they on this property?

Gen. BARNETT. They have, as I stated, this hotel and several cottages built there. Quantico was established by the Quantico Co. a few years ago, and was going to be a summer place. They built a pavilion on the cliff overlooking the river, and they built this little hotel, and they were going to have a summer place there. The place did not take. Likewise, right next to it they built a small wooden shipbuilding plant. That, I understand, is going ahead.

Mr. HENSLEY. About what would you judge the improvements now on the property to be worth?

Gen. BARNETT. I should say the improvements on the property belonging to the Quantico Co. would have cost probably $60,000: that is, the improvements on the part that we have.

Mr. HENSLEY. Would you recommend paying $600,000 for 4,000 acres of such land as there is there, with only $60,000 worth of improvements on it?

Gen. BARNETT. I think I said that was only an approximate estimate. I do not know what they would take for it. I do not know what the board would recommend. That includes 1,200 acres they want to take in in order to make the artillery range perfectly safe.

Mr. HENSLEY. That would be 5,200 acre.

Gen. BAENETT. When I said 4,000, that was only an approximate. We have a board in session now which has orders to report the actual number of acres. They are surveying the land in order to make and actual recommendation as to the number of acres they find, and the number of acres required within the land they have laid out for the range.

The CHAIRMAN. I will ask you to send that report to the committee.

Gen. BARNETT. I will do that.

Mr. HENSLEY. There is no item in this bill for it here?

Gen. BARNETT. No, sir; I expected to have that report here this week.

The CHAIRMAN. All right; insert it in your hearing.

MEMORANDUM REGARDING REPORT OF BOARD RE QUANTICO, VA.

HEADQUARTERS MARINE CORPS,
*Washington, January 30, 1918.*

1. Attached is a report of the board ordered to investigate and report on the Quantico site, together with map showing the land now included in the Marine Corps lease, and the additional land required to make the Artillery range safe.

2. The board has carefully considered the different items mentioned in their report and the prices recommended by them appear to be reasonable. In my testimony before the committee, I failed to mention the wharf, which is valued at $50,000. The item, hotel and furniture, $65,000, appears reasonable, and can be used to advantage as officers' quarters. On the second and third floors are 30 rooms which can be used to accommodate many officers. The same applies to item, five dwelling houses, $30,000. These can also be used for officers' quarters, and the $30,000 includes cost of installing water supply and sewerage system to houses and hotel.

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QUANTICO, VA., *January 25, 1918.*

From: Board appointed by Major General Commandant, to report on Quantico, Va., as a permanent Marine Corps post, etc.

To: Major General Commandant.

Subject: Report of board re Quantico, Va.

Reference: (*a*) Order M. G. C., dated January 2, 1918, appointing board; (*b*) Lease Quantico Co., Washington, May 1, 1917; (*c*) letter Quantico Co., December 28, 1917, attached; (*d*) letter Quantico Co., January 21, 1918, attached; (*e*) letter Quantico Co., January 22, 1918, attached; (*f*) blue print marked "Z"; (*g*) blue print marked "Y"; (*h*) Blue print marked "X"; (*i*) blue print marked "W."

Inclosures: (8) Copy of reference (*a*) and references (*c*), (*d*), (*e*), (*f*), (*g*), (*h*), and (*i*).

1. Pursuant to instructions contained in reference (*a*), the board appointed thereby has had several meetings and begs to submit the following report and recommendations.

2. The advantages and disadvantages of the present site, consisting of approximately 3,700 acres, have been carefully considered and appear to the board as follows:

ADVANTAGES.

*Railroad facilities.*—Excellent. The main trunk line running north and south and taking in the principal coast cities passes through the site. This road is operated by the Richmond, Fredericksburg & Potomac Railway, but is owned jointly by several other roads. The Washington Southern Railway, Sea Board Air Line, and Atlantic Coast Line, in addition to the Richmond, Fredericksburg & Potomac Railway, run freight and passenger trains over this road, and several other railway companies operate freight trains also. With the spurs, etc., now in place, the facilities for handling freight are very good, and if this property should be purchased, these facilities could be still further developed. At present 11 northbound trains and the same number of southbound trains stop at Quantico daily, thus giving excellent passenger service.

*Terrain.*—The terrain is well adapted for military purposes and offers good facilities for the training and maneuvering of troops.

*Area.*—The area recommended below consisting of the present tract of approximately 3,700 acres and the additional tract on the west side of the Washington-Richmond Turnpike of approximately 1,200 acres will give sufficient space for rifle, machine gun, and artillery ranges, and for other military purposes.

*Proximity to large cities.*—The proximity of Quantico to Washington, Baltimore, Philadelphia, Richmond, and Newport News renders it particularly desirable not only for the supplying of troops, but also for the embarkation of overseas organizations.

*Water transportation.*—The location of this site on the Potomac River makes it desirable for instruction and training in swimming, boating, etc., and for communication

by water with medium and light draft vessels, there being 24 feet at the end of the wharf which is sufficient depth for any vessels that may be able to come up the river.

*Sanitary conditions.*—The general surroundings are healthful and the only menace to health, due to the location, is the possibility of malaria. This menace, however, was successfully met last summer through drainage and clearing of grounds and swamps, and if this work is continued as initiated last year, there should be no danger of an outbreak of malaria. As a matter of fact, the sick rate at this station has been less than that of other posts of a similar character.

*Permanent improvement.*—This post has been occupied since June, 1917, and in addition to temporary buildings, a large number of improvements, which may be considered of a permanent character have been built and installed, such as concrete roads, clearing and grading, etc., of rifle range, water-supply system, including a concrete reservoir with a capacity of 400,000 gallons, sewer system, general clearing of grounds, spur tracks, etc. All of the above would revert to the Quantico Co. in case the Government should abandon this site. In addition to the above, certain semi-permanent installations have been made which would result in great loss to the Government if they should have to be moved, such as cold storage and ice plant; power plant with its system of poles, wires, conduits, etc.; steam laundry; machine shop; carpenter shop; bakery; cobbler shop; tailor shop, etc. In all, approximately $2,000,000 have been spent by the Government and if we should abandon this post, it is believed that not more than 25 per cent of this amount could be recovered to the Government.

DISADVANTAGES.

The disadvantages of this post from a military point of view are as follows:

Lack of sufficient depth of water of the Potomac River due to shoals farther down the river to permit transports drawing over 24 feet of water to come alongside the wharf.

*Character of the soil.*—The soil is of clayey formation which is more or less impervious to moisture, resulting in heavy mud after a rainfall and a great quantity of dust after a continued dry spell in the summer.

3. In the opinion of the board, however, the advantages as enumerated above far outweigh the disadvantages, especially when the large amount of money spent by the Government for improvements of permanent value is considered.

4. The board has carefully considered the letter of Mr. Jordan, reference (*e*), and has found the figures submitted therein substantially correct on the following basis:

| | |
|---|---|
| Price fixed by option in lease of same to the Government | $200,000 |
| Hucheson property under the lease | 100,000 |
| Total (for the property covered by the lease) | 300,000 |
| For additional property now offered, wharf | 50,000 |
| Hotel and furniture | 65,000 |
| Five dwelling houses, sewerage and water system | 30,000 |
| 1,000 lots at $100 a lot, reduced from original estimate in reference (*e*) | 55,000 |
| Total | 200,000 |
| Grand total | 500,000 |

5. The price asked, however, for the Hucheson tract as shown on reference (*e*) is considered too high when it is borne in mind that this tract is not adjacent to the river or the railway and its chief commercial value at present is on account of the standing timber thereon. The board believe, therefore, that the sum of $100,000 represents a proper value for this portion of the Hucheson tract with the addition of that shown on reference (*i*) and it is recommended that steps be taken to purchase both these tracts for this sum, viz. $100,000, making $500,000 for the entire tract with the exception of those portions marked on reference (*h*) in yellow. The board believes that these sections marked in yellow could be obtained either by purchase or for the sum of approximately $75,000 which would make a total cost, for all the land required, including the Hucheson tract on the northwest side of the Washington-Richmond Turnpike, of $575,000, which is considered a fair and reasonable price therefor.

6. The additional portions of land, etc., marked in yellow and the additional lands offered by the Quantico Co. are absolutely essential for the proper development of this post and would constitute a menace to the command for sanitary and disciplinary reasons if they were not obtained by the Government and the 1,200 additional acres shown on reference (1) are also considered necessary for infantry and machine gun

field firing, artillery practice, etc., and they are very desirable owing to the open nature of the country for field problems.

7. To sum up, the board finds that the entire property consisting of approximately 4,900 acres together with all improvements thereon, and offered by the Quantico Co. in reference (*c*) with the Hutcheson tract on the northwest side of the Washington-Richmond Turnpike as well as those portions marked in yellow on references (*f*) (*g*), and (*h*), are necessary for the quartering, instruction, target practice and proper maneuvering of one brigade and it is recommended that this property be obtained at a total cost of $575,000.

JOHN A. LEJEUNE,
*Brigadier General United States Marine Corps.*
R. H. DUNLAP,
*Lieutenant Colonel United States Marine Corps.*
H. L. ROOSEVELT,
*Major, Assistant Quartermaster United States Marine Corps.*

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HEADQUARTERS UNITED STATES MARINE CORPS,
*Washington, January 2, 1918.*

From: The Major General Commandant.
To: Brig. Gen. John A. Lejeune, Marine Corps, Marine Barracks, Quantico, Va.
Subject: Detail on board to make recommendations concerning land at Quantico for Marine Corps.

A board, consisting of yourself as senior member and Lieut. Col. Robert H. Dunlap, Marine Corps, and Maj. Henry L. Roosevelt, assistant quartermaster, Marine Corps, as members, will convene at the marine barracks, Quantico, Va., at such time as may be most convenient, for the purpose of making recommendations as to the land necessary at Quantico, Va., for quartering, instructions, target practice, and maneuvering of one brigade.

2. The board will submit a detailed report, as indicated in the first indorsement of letter from the Quantico Co., attached hereto; also indicate on the accompanying blue prints the land necessary and the price recommended in payment therefor.

3. The members of the board have been ordered to report to you when so directed.

GEORGE BARNETT.

(Copy furnished Lieut. Col. Robert H. Dunlap, Marine Corps, and Maj. Henry L. Roosevelt, assistant quartermaster, Marine Corps.)

**[First indorsement.]**

HEADQUARTERS MARINE CORPS,
QUARTERMASTER'S DEPARTMENT,
*Washington, December 28, 1917.*

From: The Quartermaster.
To: The Major General Commandant.
Subject: Purchase of land at Quantico.
Reference: (*a*) Lease, Quantico Co., Washington, May 1, 1917; (*b*) letter, Quantico Co., December 28, 1917, attached.
Inclosure: 1. Blue print.

The attached communication is forwarded to the Major General Commandant, with the suggestion that if consideration is to be given to the purchase of land at Quantico, Va., for Marine Corps purposes that a board of officers be appointed to consider the whole subject in connection with this offer and the requirements of the Government, and that a detailed report with recommendations be submitted by such board.

C. L. MCCAWLEY.

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QUANTICO, VA., *December 28, 1917.*

Gen. CHARLES MCCAWLEY,
*Quartermaster Department, United States Marine Corps,*
*Washington, D. C.*

SIR: We beg to submit to you for sale all of the property now covered by your lease at Quantico, and in addition thereto all that property west of the railroad owned by the Quantico Co., on which your waterworks are situated and on which there is a hotel and several cottages, also the wharf property, for the sum of $500,000.

We are submitting herewith a blue print which would indicate the properties covered by your lease and the additional property hereby offered the Government. with the exceptions marked in yellow, which are owned by the Quantico Co.

Please keep in mind the wharf and the improvements on this property.

This would give the Marine Corps their present site. with the hotel. cottages. wharf. and additional valuable properties on both sides of the road leading to Quantico and round out the purchase by the Government of practically everything at Quantico. thereby insuring the Government against any undesirable encroachments.

We respectfully submit the foregoing proposition on the assumption that there will be some action in the matter in the very near future, as conditons may change and the Quantico Co. may be forced to make some other dispositon of its property to take care of financial obligations; and we have withheld any effort to dispose of that property the Government might be interested in pending action on their part.

Assuring you of our desire to give you any further information or assistance in the furtherance of your plans at Quantico. we are,

Very respectfully, yours.

THE QUANTICO COMPANY (INC.),
By ELDRIDGE E. JORDAN, *President.*

---

QUANTICO, VA., *January 21, 1918.*

The QUARTERMASTER DEPARTMENT,
*United States Marine Corps, Washington, D. C.*

GENTLEMEN: Under the terms of the lease by which you occupy certain property at Quantico, Va., I beg to recall that you had an option under the said lease to purchase the same within six months from its execution for the sum of $300,000. This was the price agreed upon after giving the matter consideration at the time; it was based on a fair valuation and you have leased the property on that basis at the rate of 6 per cent, or $18,000 per year.

Since that time, it is our information that the Government has spent upward of one million and a half thereon, and a considerable part of said expenditure can certainly be regarded as valuable permanent improvements to the property, for which it would be just to take into consideration as giving the property a substantial increased value.

We have, since the expiration of said option, been requested to submit a proposition to the Government for not only that part occupied under the lease but additional property, including valuable town lots, hotel, cottages, wharf, wells, etc. We beg to submit that the additional property offered can easily be shown on a basis of cost as well as on the basis of sales of parts of said property, to be worth the additional $200,000 asked for the Quantico property as submitted by our letter of December 28, 1917, to Gen. McCawley, of the Quartermaster's Department.

We beg to submit further that if it is the inclination or desire of the quartermaster of the Marine Corps to go into a detailed cost to us of the value of the Quantico property submitted for sale to the Marine Corps, it would only be fair that we be permitted to appear formally before any board or committee selected by the Government for the purpose of presenting our books and accounts showing the actual cost to us of this property, which will be shown to be justified, nothwithstanding the last expenditures of the Government thereon, advantage of which we have not sought to take into consideration.

A detailed statement would show that out of the purchase price we are obliged to pay to Dr. Hugh B. Hutchison the sum of $100,000 for the property belonging to him, which we are submitting to the Government; that there are numerous tracts and lots belonging to other people which we are including in our price to the Government; that we have paid out substantial but necessary sums for interest, salaries, carrying charges, improvements of various kinds; that the income from the timber pulp wood on the property has ceased; that we have paid under contract approximately $8,000 for the cancellation of this privilege in order to give the Government possession of the same; that in justice to us no possible conclusion can be justly arrived at as to the value to us of this property, based on obsolete and nominal assessed valuations in Prince William County, any more than it would be fair to ask compensation for the same from the Government on the basis of the exceptionally high prices received, in many instances, for lots on corners in and about Quantico not only by the Quantico Co. but other property owners thereabouts. Further, we think and will maintain that the value of this property must be judged not only by the income producing value thereof but its future value based on expenditures and improve-

ments placed thereon for the purpose of its future development, no account of which has been taken into consideration in the price at which the same has been submitted.

Respectfully submitted.

THE QUANTICO CO. (INC.),
By ELDRIDGE E. JORDAN, *President.*

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WOULD BUY LAND AT INDIANHEAD—DANIELS ASKS $600,000 TO ENLARGE PLANT TO TEST GUNS.

[Extract from newspaper.]

Plans for enlargement of the naval proving grounds at Indianhead, Md., by the purchase of more than a thousand acres of land were laid before Senator Tillman, chairman of the Senate Naval Committee yesterday in a letter from Secretary Daniels. Mr. Daniels asks for an additional million dollars to enlarge the Navy's proving facilities. It is estimated that the additional land needed at Indianhead, aggregating 1,175 acres, can be purchased for $600,000.

With the remainder of the money Mr. Daniles would acquire a tract at Persimmon Point, Va., above Machdoc Creek and south of Potomac View.

"Suppose we want to outrange the famous German gun now shooting into Dunkirk," wrote Secretary Daniels to Mr. Tillman. "How can it be done without trial?"

The present site at Indianhead, bought in 1891, has long been inadequate for trying out the Navy's big ordnance. Not only are the present ranges too short, but endless complications arise every time the Indianhead grounds are used from claims for damage set up by owners of adjoining property. Some sensational accidents have occurred. The Navy, therefore, proposes both to improve its facilities and do away with these claims by purchasing the property of the complainants.

"At the present time," said Secretary Daniels, "the Navy is so handicapped by lack of proper testing facilities that accidents to our material must be expected to occur frequently. New facilities must be provided for testing fuses, firing heavy guns at high angles of elevation, ranging heavy guns, calibration and testing service ammunition. The Navy is now without a proper proving ground to test its ordnance. The country at large will not listen to explanations if our ordnance does not measure up to foreign standards."

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QUANTICO, VA., *January 22, 1918.*

The QUARTERMASTER'S DEPARTMENT,
*United States Marine Corps, Washington, D. C.*

GENTLEMEN: Further supplementing our letter of January 21, beg to submit the following figures to show how we arrived at the price of $500,000 for our property at Quantico, offered to the Government:

| | |
|---|---|
| Price fixed by option in lease of same to the Government | $200,000 |
| Hucheson property under the lease | 100,000 |
| Total (for the property covered by the lease) | 300,000 |
| For additional property now offered, wharf | 50,000 |
| Hotel and furniture | 65,000 |
| Five dwelling houses, sewerage and water system | 30,000 |
| 1,000 lots, at $100 a lot | 100,000 |
| Total | 245,000 |
| Grand total | 545,000 |

As you will see, on this basis there is no difficulty in showing the property we offer for the additional $200,000 over the option price of $300,000 to be on a very fair basis, and at private sale would undoubtedly yield us a great deal more than the $200,000.

Respectfully,

THE QUANTICO CO. (INC.),
ELDRIDGE E. JORDAN, *President.*

P. S.—On the lots referred to at $100 a lot, the Government water supply wells are located.

QUANTICO, VA., *December 28, 1917.*

Gen. CHARLES MCCAWLEY,
*Quartermaster Department, United States Marine Corps,*
*Washington, D. C.*

SIR: We beg to submit to you for sale, all of the property now covered by your lease at Quantico, and in addition thereto, all that property west of the railroad owned by the Quantico Co., on which your waterworks are situated and on which there is a hotel and several cottages, also the wharf property, for the sum of $500,000.

We are submitting herewith a blue print which would indicate the properties covered by your lease and the additional property hereby offered the Government, with the exceptions marked in yellow, which are not owned by the Quantico Co.

Please keep in mind the wharf and the improvements on this property.

This would give the Marine Corps their present site, with the hotel, cottages, wharf, and additional valuable properties on both sides of the road leading to Quantico, and round out the purchase by the Government of practically everything at Quantico, thereby insuring the Government against any undesirable encroachments.

We respectfully submit the foregoing proposition on the assumption that there will be some action in the matter in the very near future, as conditions may change and the Quantico Co. may be forced to make some other disposition of its property to take care of its financial obligations; and we have withheld any effort to dispose of that property the Government might be interested in pending action on their part.

Assuring you of our desire to give you any further information or assistance in the furtherance of your plans at Quantico, we are,

Very respectfully, yours,

THE QUANTICO CO. (INC.),
ELDRIDGE E. JORDAN, *President.*

(Whereupon, the committee adjourned to meet Thursday, January 24, 1918, at 10.30 a. m.)

[No. 8.]

COMMITTEE ON NAVAL AFFAIRS,
HOUSE OF REPRESENTATIVES,
January 22, 1918.

The committee met at 1.30 o'clock p. m., Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. Gentlemen, the committee will come to order. We have with us this afternoon Admiral McGowan, Paymaster General of the Navy.

## STATEMENTS OF ADMIRAL SAMUEL McGOWAN, PAYMASTER GENERAL; PAY DIRECTOR C. J. PEOPLES; AND MR. CLYDE REED, BUREAU OF SUPPLIES AND ACCOUNTS, NAVY DEPARTMENT.

The CHAIRMAN. Will you please turn to page 2, "Pay, miscellaneous." The first change there is simply one of grammar. I notice, Admiral, that you are asking for an increase of the amount that may be paid for clerical inspection and messenger service in the navy yards and naval stations, that may be used out of the appropriation, from $215,000 to $500,000. Is that on account of the unusual activities and the increase of force?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. You are asking for a total appropriation of $4,350,000, as against $3,000,000 last year?

Mr. BRITTEN. A little less than $3,000,000.

The CHAIRMAN. Admiral, will you need all of that; and if so, will it be sufficient for your purposes?

Admiral McGOWAN. Any direct answer that I might give, Mr. Chairman, to that would be in the nature of a guess, which is all that our estimates can be this year, as intelligent a guess as possible. We hope that this may be a sufficient amount.

The CHAIRMAN. And you think you will need this amount?

Admiral McGOWAN. I believe we shall need that; yes, sir.

Mr. BRITTEN. Are your estimates based on the supposition that the personnel in the Navy will be very largely increased?

Admiral McGOWAN. On the estimated increase; yes, sir. This does not contemplate taking over the merchant shipping. This is simply a normal increase recommended in the personnel of the Navy proper.

Mr. BRITTEN. It is not a normal increase, the increase that is intended for the Navy?

Admiral McGOWAN. Normal in these times, I mean, sir.

The CHAIRMAN. You mean the amount that was contemplated on the increases recommended?

Admiral McGOWAN. Yes, sir; that is it, sir.

Mr. BROWNING. Whatever you want and think is the additional amount required I would like you to say so, because I am very much opposed to going before the Appropriations Committee and asking for these deficiencies, because I believe that this committee knows just what the Navy wants, and if there is anything in this bill that you do not think is enough, please be kind enough to tell us, so we can act accordingly.

Admiral McGowan. I hope that will be enough, sir, and it was designed to meet known needs.

*Pay, miscellaneous.*

| | |
|---|---|
| Appropriated, 1917 | $915,000.00 |
| Expended | 914,398.42 |
| Unexpended balance | 601.58 |
| Appropriated, 1918 | 2,935,500.00 |
| Estimate, 1919 | 4,350,000.00 |

Detail of 1919 estimate:

| | |
|---|---|
| Mileage, etc., for officers, etc | $600,000.00 |
| Rent of buildings, wharves, etc | 937,000.00 |
| Traveling expenses of civilians | 200,000.00 |
| Postage, telegrams, telephones | 400,000.00 |
| Net loss on exchange | 50,000.00 |
| Miscellaneous expenses of naval districts | 91,000.00 |
| Expenses of prisons and prisoners | 125,000.00 |
| Expenses of boards and courts | 25,000.00 |
| Special instructions | 50,000.00 |
| Maintenance of attachés | 100,000.00 |
| Classified employees at yards and naval defense districts | 500,000.00 |
| Miscellaneous contingencies, including expenses of interned prisoners in custody of the Navy | 1,222,000.00 |
| | 4,350,000.00 |

Navy Department,
Bureau of Supplies and Accounts,
*January 19, 1918.*

*Statement of expenditures under "Pay, miscellaneous, 1917–18," to Nov. 30, 1917.*

| | |
|---|---|
| Amount appropriated | $2,935,500.00 |
| Gain on exchange, interest on daily balances, and sundry credits | 75,144.15 |
| Total of appropriation and credits | 3,010,644.15 |

EXPENDITURE BY SUBHEADS.

| | |
|---|---|
| A. Commissions and interests | 3,533.49 |
| B. Transportation of funds | 1,222.39 |
| C. Exchange | 38,464.43 |
| D1. Mileage of officers | 314,449.87 |
| D2. Actual personal expenses of officers while traveling | 66,512.40 |
| E. Traveling expenses of civilian employees | 66,010.20 |
| F1. Traveling expenses of female nurses | 3,506.26 |
| F2. Actual expenses of officers on shore-patrol duty | 413.25 |
| G. Rent of buildings and offices not in navy yards | 42,206.11 |
| H1. Expenses of courts-martial, prisons and prisoners, courts of inquiry, etc | 23,793.91 |
| H2. Expenses of naval defense districts | 67,696.48 |
| H3. Stationery and recording | 242.55 |
| J1. Newspapers and periodicals for the naval service, all advertising, etc | 4,719.29 |
| J2. Copying, ferriage tolls, costs of suits, commissions, warrants, etc | 561.46 |
| O. Cost of special instruction at home and abroad, including maintenance, etc | 18,997.16 |
| P. Information from abroad and at home and the collection and classification | 273,118.49 |
| Q. Ice for the cooling of drinking water on shore (except naval hospitals) | 588.22 |
| R. Telephone rentals and tolls, telegrams, etc | 209,004.29 |
| S. Other necessary and incidental expenses | 311,072.75 |
| T. Clerical and other labor charged on rolls | 177,103.88 |
| U. Material drawn from naval supply account | 88,346.23 |

| | |
|---|---|
| V. Miscellaneous transfers, coal to naval prisons, clothing of court-martial prisoners | $24,380.24 |
| W. Expenses for interned persons and prisoners of war, etc | 4,076.82 |
| Total expenditures to Nov. 30, 1917 | 1,740,020.17 |
| Unliquidated balance of allotments | 53,567.16 |
| Unliquidated balance of contracts and requisitions | 674,026.56 |
| Unallotted balance | 543,030.26 |
| Total | 3,010,644.15 |

NAVY DEPARTMENT,
BUREAU OF SUPPLIES AND ACCOUNTS,
*January 19, 1918.*

*Comparative statement of expenditures under "Pay, miscellaneous," to Nov. 30, 1917.*

| Subheads. | 1915 | 1916 | 1917 |
|---|---|---|---|
| Amount appropriated | $1,000,000.00 | $1,000,000.00 | $915,000.00 |
| Gain on exchange, interest on daily balances, and sundry credits | 52,225.97 | 183,836.72 | 128,631.13 |
| Total of appropriations and credits | 1,052,225.97 | 1,183,836.72 | 1,043,631.13 |
| A. Commission and interest | 3,601.99 | 4,145.28 | 7,102.58 |
| B. Transportation of funds | 4,686.23 | 5,121.39 | 5,700.97 |
| C. Exchange | 62,434.28 | 130,325.87 | 40,222.03 |
| D1. Mileage and traveling expenses of officers | 258,977.07 | 295,597.28 | 219,015.02 |
| D2. Actual personal expenses of officers while traveling | | | 77,743.94 |
| Coast Guard service | | | 10,700.00 |
| E. Traveling expenses of civilian employees | 50,167.45 | 62,329.83 | 83,097.37 |
| F1. Traveling expenses of female nurses | 3,591.12 | 3,009.04 | 3,494.72 |
| F2. Actual expenses of officers on shore patrol duty | | | 705.89 |
| G. Rent of buildings and offices not in navy yard | 15,913.49 | 13,413.32 | 18,983.78 |
| H1. Expenses of courts-martial, prisoners and prisons, etc. | 74,014.62 | 51,112.39 | 48,647.22 |
| H2. Expenses of naval-defense districts | | | 2,559.06 |
| H3. Stationery and recording | | | 4,387.82 |
| H4. Religious books | | | 43.25 |
| J1. Newspapers and periodicals for the naval service | 9,232.19 | 9,903.96 | 8,578.55 |
| J2. Copying, ferriage tolls, costs of suits, commissions, etc. | | | 472.99 |
| I. Expenses of purchasing pay offices | 12,237.83 | 7,246.53 | |
| L. Relief of vessels in distress, recovery of valuables from shipwrecks | | 218.92 | 1,400.00 |
| M. Quarantine expenses | | 2.10 | 12.46 |
| N. Reports, professional investigations | 29.50 | | 51.40 |
| O. Cost of special instructions at home and abroad | 20,799.85 | 13,849.49 | 44,218.75 |
| P. Information from abroad and at home and the collection | 30,300.09 | 29,383.93 | 50,851.01 |
| Q. Ice for the cooling of drinking water on shore | 2,419.77 | 2,374.43 | 1,078.00 |
| R. Telephone rentals and tolls, telegrams, cablegrams, etc. | 104,463.88 | 121,537.96 | 148,622.61 |
| S. Other necessary and incidental expenses | 10,759.56 | 32,505.09 | 33,398.15 |
| T. Labor charged on rolls, clerical and other | 275,007.89 | 292,539.60 | 136,303.64 |
| U. Material drawn from naval supply account | 73,780.90 | 60,644.37 | 44,339.40 |
| V. Miscellaneous transfers, coal to naval prisons, etc. | 18,062.13 | 21,242.52 | 21,235.65 |
| W. Expenses of interned persons and prisoners of war, etc. | | | 30,063.29 |
| Actual expenditures to Nov. 30, 1917 | 1,030,479.84 | 1,156,533.30 | 1,043,029.55 |
| Unliquidated balance of contracts and requisitions | | 25,422.17 | |
| Unallotted balance | 2,613.84 | 1,881.25 | 601.58 |
| Carried to the surplus fund of the Treasury | 24,359.97 | | |
| Total | 1,052,225.97 | 1,183,836.72 | 1,043,631.13 |

The CHAIRMAN. The next item is "Contingent, Navy." You are asking an increase from $46,000 to $150,000.

Admiral McGOWAN. That is the Secretary's working fund, which is placed in the estimates of the Bureau of Supplies and Accounts but comes squarely and exclusively under the Secretary of the Navy.

The CHAIRMAN. You know of the need of it, though?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. What will be the necessity for this increase?

Pay Director PEOPLES. The estimated increase, Mr. Chairman, is, I think, comparatively modest, considering the large number of

unusual contingent expenses, which it is impossible to now foresee or classify.

Mr. HICKS. Will you not give us some idea of what these consist of, these contingent expenses? In the past, for instance, what have they consisted of?

The CHAIRMAN. The class and kind and character?

Mr. BROWNING. Do you think that should go in the record?

The CHAIRMAN. There is no objection to that.

Admiral McGOWAN. I shall be very glad, indeed, sir, to give that detailed information.

The CHAIRMAN. No; just a few items, just roughly.

Mr. REED. One is entertaining; that is one of the items that made a demand on it, under the condition that arose just before the outbreak of war. We had to use about $15,000 or $20,000 out of the contingent Navy fund, to do some defense work up around New York harbor, and it is matters of that kind, some special thing that comes up. Ordinarily, they have been turning back two-thirds to one-half of the appropriation of $46,000.

The CHAIRMAN. Did the $46,000 last year meet the demands on the contingent fund?

Mr. REED. Well, for 1917. The 1917–18 appropriation was made immediately available. We now have a pending request for $125,000 additional for this year.

The CHAIRMAN. A deficiency?

Mr. REED. Yes, sir; which makes $171,000 for this year.

Mr. HICKS. Now, Admiral, just one question more. In making up that amount of $150,000, you had to have a basis to figure on. You had to put down certain figures for some items. Have you a list of those items that you made that $150,000 up from?

Admiral McGOWAN. That can be very readily put in the record sir. I did not come prepared to testify on the Secretary's own fund.

Mr. BROWNING. Mr. Chairman, I do not think the committee ought to put that in the record. I think that is a secret fund, and it is used by the Secretary, and if we think it is too much, let us cut it down, but do not let us put in the record absolutely everything that has been done with that fund. I think that is all wrong.

Admiral McGOWAN. I can tell you this, sir; that it is as hard to get a dollar out of that fund as it is for a camel to get through the proverbial needle's eye. The Secretary keeps that fund under his own two eyes, and it has not only got to be right, but it has got to look right—absolutely right—before a dollar comes out of that fund. I know that.

Mr. HICKS. I do not question that at all. That is undoubtedly true, but I want to have some information as to where that $150,000 is going.

CONTINGENT, NAVY, $150,000.

The appropriation "Contingent, Navy," is the only one available for various miscellaneous and unexpected objects of expenditure which arise from time to time.

The appropriation for a number of years has been $46,000 and until the present year only from 30 to 50 per cent of the amount appropriated has been expended as the Secretary personally exercised a close scrutiny over every proposed allotment from this appropriation.

The obligations for the present year amount to $35,368.50, leaving an available balance as of December 31, 1917, of $10,631.50. The expenditures were for the following purposes:

| | |
|---|---|
| Entertaining: | |
| Commander in chief, Pacific Fleet | $12,600.00 |
| Commander in chief, Asiatic Fleet | 5,700.00 |
| Patrol force, Atlantic Fleet | 600.00 |
| Expenses of meals furnished civilians student officers' mess, submarine base | 500.00 |
| Maintenance, military governor, Santo Domingo | 800.00 |
| Expenses, interned German ship *Cormoran* | 3,297.37 |
| Replacing lost shipment of clothing for prisoners of war in Germany | 4,439.41 |
| Expenses, House Naval Committee, *Mayflower* | 519.65 |
| Repairs to tug *J. C. Reinhart* | 597.56 |
| Services of tug in floating *Louisiana* | 550.00 |
| Miscellaneous items: Subsistence of persons rescued from submarine vessels; traveling expenses of the Secretary, the Assistant Secretary, Commissioner of Conciliation, civilian experts; incidental expenses of graduation exercises, launchings, etc.; charges to searchlight New York Harbor, etc | 5,664.51 |

Because of the nature of the appropriation and of the charges lodged against it, it can not be definitely stated that so many dollars will be required, but, in view of the fact that only $10,000 is available for the last half of the fiscal year, additional funds should be provided in order that the department may not be hampered should unforeseen emergencies arise.

Admiral McGOWAN. I can insert that in the record.

Mr. BROWNING. Why not let the admiral send Mr. Hicks that information in writing, instead of putting it in the record. I do not think it ought to go into the record.

The CHAIRMAN. He can send it down to the committee.

Mr. REED. The Secretary will be prepared to give you detailed information on that when he appears.

Pay Director PEOPLES. No one can spend a cent of money out of that fund, except by order of the Secretary himself.

The CHAIRMAN. The next item is "Temporary government for West Indian Islands." This is a new item in this bill. It was first provided last year in the appropriation bill, by the Appropriations Committee, when we took over the islands; $100,000 was appropriated then. They are asking now for $200,000. I would be glad to have you give us a statement about that, as to the needs and the purposes for which it is to be used, so that we may have it for our information.

Mr. REED. That is to be used to meet the general running expenses of the Government, under practically the same conditions as it was conducted under the Danish rule, with very little improvement. Due to the falling off in shipping and the discontinuance of lotteries, the revenues have not been nearly so large as they were under the Danish Government.

The CHAIRMAN. We found, when we were there, that the shipping was almost completely paralyzed.

Pay Director PEOPLES. It is absolutely gone: it amounts to nothing.

The CHAIRMAN. That was their revenue before that time.

Mr. Hicks. Does that include any items for education?

Mr. REED. It is intended for the maintenance of the schools about on the same basis as they stand now.

Mr. HICKS. That is where the question would come up. This is probably something that is outside of your department, but, as we understood it when we were there the old educational system was

largely supported and managed by religious organizations, and that in order for us to take over the educational systems, we would either have to provide the means to compensate those religious orders for what they had expended, and were expending, or else build our own school-houses, and I was wondering for what purpose that item was intended.

Mr. REED. There is an item of something like $2,000,000 included under general improvements, and so on.

The CHAIRMAN. That is for the naval station.

Mr. HICKS. This, you understand, is for the general expenses, incident to the running of the Government?

Mr. REED. It is for the general expenses of running the Government, but it does not contemplate any change from present conditions. It will be practically the same as under previous conditions. The revenues will not be sufficient.

The CHAIRMAN. Could you put in a rough sketch of the revenues, and also the expenditures? I would like to have you put that in the record.

Pay Director PEOPLES. There is a very exhaustive report here from the governor covering the last two or three years.

Mr. BROWNING. Is not that the report the governor told us he did not want to get out?

The CHAIRMAN. No, not the fiscal report.

Pay Director PEOPLES. This report is dated October 1, 1917, sir.

The CHAIRMAN. That is after we were there.

Mr. BRITTEN. I do not think that all of that report should be put into our hearings. There appears to be a great deal of it.

The CHAIRMAN. I asked him to put in as much as relates to the necessity for this appropriation, the items of it, the cost, the sources of revenues, and the objects of the disbursements.

Mr. HICKS. All we want is the fiscal statement, not the educational, economic, or social reports.

The CHAIRMAN. No.

Admiral McGOWAN. That will be done, sir. We will condense it.

Pay Director PEOPLES. I think the situation is explained in this portion of the Governor's report, wherein he shows the average receipts from all sources, and the average expenditures during the last five years. The average expenditures per annum, expressed in francs, were 2,373,225 francs.

Mr. CONNOLLEY. That would be $480,000?

Pay Director PEOPLES. $480,000. The average receipts were 2,052,217 francs, or, roughly, about $400,000 in gold. The average excess of expenditures over receipts was 321,008 francs, or $60,000 gold. The average amount received from the colonial lottery was 545,565 francs, the receipts from which went into the treasury or a total of $109,000 gold. The average net shortage, including revenues derived from the lottery, was 866,573 francs, or about $175,000 gold.

The governor goes on to point out that among the following are a few items in which decreases have been found in the revenues formerly obtained, or increases in expenses; first, the discontinuance of the colonial lottery; next, the loss in import duties owing to the new tariff laws; next, the falling off of shipping due to the war; next, the necessity for additional school expenses, when the present system of church aided schools is abandoned; next, the expansion

of the police department incident to the withdrawal of the gendarmes; next, the increased hospital expenses necessary to guard against preventable deaths of patients and preventable diseases in the hospitals and elsewhere; next, the retirement of the harbor loan bonds and payment of interest, the harbor treasury surplus being exhausted.

On the other hand, certain savings have been made, without which it would be impossible to continue the present administration of the islands. Among these are increases in the export duties on sugar. That is on the island of St. Croix, only. Next, detail of naval officers to civil positions; next, economies effected in the reorganization of departments, and the actual or prospective transfer to the Federal service, in whole or in part, of the post office, customs, quarantine, and lighthouse services; next, discontinuance of certain expenditures heretofore made by Denmark, such as payments to the state church, etc.

Mr. BUTLER. All of that indicates, does it not, that the revenues of the islands are not sufficient to keep them going?

Pay Director PEOPLES. Yes, sir.

Mr. BUTLER. Therefore we have got to help them out and put them on their feet.

Mr. CONNELLY. I do not think anybody doubts that. How many people are there in St. Thomas Island?

The CHAIRMAN. My recollection is that there are less than 4,000.

Mr. CONNELLY. If there are 4,000 people, there would be about a thousand school children, and if we spend $96 for each one of those children, which is now contemplated in the estimates, I just wondered what will happen in the future. We will be feeding them all chocolates, and there will be no end to the expense in just a little while, because they double up. What we start in with this year will just be an index, to be doubled two or three times next year. I think it is a good idea to settle on a policy now.

Mr. KELLEY. This falling off of the revenue has been due to what?

Admiral McGOWAN. To the fact that shipping, the only legitimate source of revenue, has been taken away.

Mr. HICKS. The biggest item of revenue was the customs receipts, I think.

Admiral McGOWAN. That is what I meant to say, sir.

Pay Director PEOPLES. The governor recommended that about $453,800 be appropriated for the 12 months beginning April 1, 1915. Their year down there runs from April to April.

Mr. CONNELLY. For all purposes?

Pay Director PEOPLES. He says that this would permit very moderate improvements of the most necessary character, and the consequent inclusion of a progressive scheme or regular plan to correct the present evils.

Mr. WILSON. What have they done about water?

Pay Director PEOPLES. Nothing, sir; except minor improvements by the station force. Of course, for permanent improvements in the water system and certain other public works, they have asked something in the neighborhood of about $2,000,000.

The CHAIRMAN. That is for a naval station there?

Pay Director PEOPLES. But this is merely for maintenance and running expenses of the government itself.

OCTOBER 1, 1917.

Subject: General conditions in Virgin Islands of United States.

1. The information desired has been tabulated and tables are inclosed herewith, as follows:

Table A. Receipts and expenditure for five years prior to March 31, 1917, treasury of St. Thomas and St. John.

Table B. Receipts and expenditures for five years prior to March 31, 1917, treasury of St. Croix.

Table D. Receipts and expenditures by Denmark for account of Danish West Indies for five years prior to March 31, 1917.

Table E. Estimated revenues and expenditures of the Virgin Islands of the United States from April 1, 1918, to June 30, 1919.

Table F. Analysis of Table E, showing amounts required for maintenance only (assuming that present conditions are maintained without change), and separate estimates of the additional amounts required for necessary improvements.

Table B also shows contributions by St. Croix to Denmark, there having been no payments of this character by the other island treasuries during the period in question.

2. It will be seen that the average annual receipts from all sources and average expenditures for all treasuries during the period in question were as follows:

| | Francs. |
|---|---|
| Average expenditures | 2,373,225 |
| Average receipts | 2,052,217 |
| Average excess of expenditures over receipts | 321,008 |
| Average amount received from colonial lottery | 545,565 |
| Average net shortage (excluding revenues derived from the lottery) | 866,573 |

3. In order to meet payments of running expenses, post-office money-order funds, and other moneys which should have been held intact in the nature of trust funds were used by the treasuries of St. Croix and St. Thomas, and the so-called surplus fund of the St. Thomas Harbor was entirely used in order to retire the harbor loan bonds maturing semiannually and to meet the interest accruing on the bond issue.

4. There have been many changes in the conditions on which Tables A, B, C, and D are based, among which the following are a few of those which cause decrease in the revenues formerly obtained, or an increase in expenses:

(*a*) Discontinuance of the colonial lottery.

(*b*) Loss in import duties owing to new tariff laws.

(*c*) Great decrease in shipping due to the war.

(*d*) Necessity of additional school expenses when the present system of church-aided schools is abandoned.

(*e*) Expansion of police department incident to withdrawal of gendarmes.

(*f*) Increased hospital expenses necessary to guard against preventable deaths of patients and the preventable spread of diseases in the hospitals and elsewhere.

(*g*) Retirement of certain harbor loan bonds and payment of interest, the harbor treasury and surplus being exhausted.

5. On the other hand, certain savings have been made, without which it would have been impossible to continue the present administration of the islands. Among these are:

(*a*) Increases in export duties on sugar (island of St. Croix only).

(*b*) Detail of naval officers for civil positions.

(*c*) Economies effected in reorganization of departments and the actual or prospective transfer to the Federal service in whole or in part of the post office, customs, quarantine, and lighthouse services.

(*d*) Discontinuance of certain expenses heretofore made by Denmark, such as payments to the State Church, etc.

6. The above are but a few of the factors entering into the problem which prevent Tables A to D (financial history for past five years) from being of material value in an investigation of present and future conditions. All of these matters and all others which can be foreseen have, however, been taken into consideration in the preparation of Table E, which gives an estimate of what may be expected in the way of revenues and expenditures from April 1, 1918, to June 30, 1919, and attention is therefore especially invited to these estimates.

7. With reference to the apparent attitude of the House Committee on Appropriations to the effect that affairs in the Virgin Islands should be continued in practically the same status as prior to the transfer to the United States, and also that the islands should be self-supporting, it may be stated that even if the consitiond existing prior

to the transfer would be satisfactory to the United States, it is impossible to carry out this plan unless funds be provided to make up for the decrease in revenues. In this connection the following facts must be considered:

(a) The islands have not been self-supporting for many years:

(b) The discontinuance of the lottery results in a decrease in revenue averaging more than Fr. 545,000 annually:

(c) Admission free of imports from the United States will result in a loss of from 80 to 90 per cent in import duties:

(d) War conditions have reduced to a minimum the shipping in St. Thomas Harbor, this being the principal source of revenue for the islands of St. Thomas and St. John.

8. The reduction of the shipping not only directly affects the revenues of the islands, but also increases the expenses, because of the throwing out of employment of so many people to whom support must be given in some way to prevent their starvation. The loss in import duties is only partly compensated for by the increased export duty on sugar, and this in any event affects the island of St. Croix only, as no cane is grown on the other islands, and according to the present laws, the revenues of St. Croix can be used for that island only. The sugar crop is extremely uncertain, as, owing to the scanty rainfall, it is always endangered by the more or less frequent long periods of drought, which seriously affects or may almost destroy this source of revenue. Statistics show that the widest variation exists in this industry, the crop in some years being as low as 2,500 short tons, and on rare occasions as much as 15,000 tons. The estimate for this year is 8,400 tons.

9. Even if it were possible, it is not believed that a continuation of past conditions would be even considered by the United States if the economic and health status of the islands were understood. Apart from the utter lack of sanitation and the hardship and suffering incident to an inadequate water supply, the physical condition of the majority of the population is deplorable. If funds could be obtained for these most necessary improvements (water supply and sewage disposal systems), or for any other public works, another direct and very important work would be performed in giving employment to many people, and thus rendering more remote the possibility of the necessity of public rationing of persons unable to buy food. This class is now looked out for to some extent by a system of very small pensions (some as low as 7.5 francs per month), and in order to provide for some of the more deserving, it has become necessary to encroach on the principal of the so-called "poor fund,". the interest of which is supposed to be used for this purpose.

10. Attempts were made under Danish administration for the relief of the sick by free medical attendance and hospital treatment, but the funds so expended were totally inadequate to care for so serious a situation. The death rate in St. Thomas during the current year is 44 per thousand, and infant mortality is extremely high. This serious situation must be greatly aggravated if the islands are compelled to exist with greatly diminished revenues. Among the evils which must be expected are a very large increase in the death rate caused by a reduction in hospital facilities and the not remote danger of a condition of general starvation among a large class of the population in place of the present condition of general malnutrition with occasional starvation. With much less money available it is to be expected that the condition of the people at large will be proportionately worse. There is a practical situation of present extreme poverty and abnormal mortality and an impoverished local government to face, even with the revenues now obtained in addition to the special appropriation of $100,000 which is being used during the current year. Therefore, if economic conditions are in future as may logically be expected, the withholding of financial aid in the hope that the islands may become self-supporting can only result in additional suffering, and in a local government which, through lack of funds to carry on its work, must be inefficient and unable to cope with the grave problems which it has to face and is morally bound to solve.

11. It is accordingly again recommended that the necessary funds be provided as follows: For the fiscal year ending March 31, 1918, at least the amount of the estimated deficit, $40,000. For the 15 months beginning April 1, 1918, $453,800. The first amount would permit very moderate improvements of the most necessary character, and the second, the institution of a progressive scheme of reorganization, planned to correct the present evils.

12. The detail of naval officers has permitted the administration of the islands to continue, but this also prevents these officers from performing their normal military duties. The detachment of naval personnel would leave the central office administration at St. Thomas without any personnel except two minor clerks, and the island of St. Croix with but one civilian physician, and more or less similar conditions exist in other departments of the government. Without funds it is impossible to obtain civilian appointees who can eventually assume the duties now performed by these officers.

13. In reply to the questions presented in paragraph 5 of the first indorsement, very little could be done with $200,000 along the lines of water supply and sewage disposal systems. Nothing of this sort has ever been started, and this work would necessarily require a large sum of money, as this work is not of a nature which could be done in a piecemeal way. Much could be spent, however, to advantage along the lines of public health and sanitation. Estimates follow:

| | |
|---|---|
| (*a*) Experimental drilling to determine artesian water prospects | $10,000 |
| (*b*) Buildings at Richmond (St. Croix) to care for the insane patients of all the islands | 25,000 |
| (*c*) St. Thomas Hospital, including erection and equipment of bacteriological and clinical laboratory, operating room, obstetrical and children's ward and dispensary | 35,000 |
| (*d*) Communal Hospital at Christiansted (St. Croix), including laboratory and equipment | 45,000 |
| (*e*) Frederiksted (St. Croix) Hospital (improvements) | 20,000 |
| (*f*) Dispensary at St. John | 2,000 |
| (*g*) Screening and improvement of cisterns and wells | 12,000 |
| (*h*) Kerosene and disinfectants | 5,000 |
| (*i*) Necessary improvements in present system of care and removal of night soil | 10,000 |
| | 164,000 |

The above estimates include only what could be spent advantageously from a lump sum appropriation. Any progressive plan for placing the islands in a sanitary condition presupposes continuing appropriations for maintenance until the work is completed and, accordingly, no estimates are submitted for this class of work.

JAMES H. OLIVER.

TABLE A.—*Statement of revenues and expenditures of the colonial treasury of St. Thomas and St. John for 5 years.*

| | 1912–13 | 1913–14 | 1914–15 | 1915–16 | 1916–17 |
|---|---|---|---|---|---|
| REVENUES. | *Francs.* | *Francs.* | *Francs.* | *Francs.* | *Francs.* |
| Direct taxation | 137,983.65 | 132,741.97 | 167,690.60 | 150,689.70 | 139,050.60 |
| Import duties | 205,582.00 | 221,844.83 | 200,946.17 | 141,389.95 | 224,959.02 |
| Other indirect taxation, etc | 99,732.75 | 105,235.02 | 84,813.40 | 87,190.30 | 115,788.75 |
| Receipts from St. Thomas Harbor treasury | 50,000.00 | 41,156.80 | ..... | ..... | ..... |
| Sundry revenues | 69,421.35 | 26,866.75 | 30,034.20 | 31,484.30 | 33,506.73 |
| Total | 562,719.75 | 527,845.37 | 483,484.37 | 410,754.25 | 513,305.10 |
| EXPENDITURES. | | | | | |
| Colonial council of St. Thomas and St. John | 8,492.15 | 10,544.25 | 10,942.55 | 10,508.15 | 10,237.60 |
| Judiciary and police department | 80,793.00 | 86,593.67 | 82,495.20 | 84,291.77 | 81,284.50 |
| Custom department | 11,513.80 | 15,094.23 | 15,970.27 | 10,819.38 | 8,872.95 |
| Postal department | 40,861.55 | 43,388.85 | 43,956.78 | 41,431.87 | 44,551.22 |
| Fire department | 16,316.95 | 14,566.20 | 17,981.65 | 18,776.85 | 16,098.25 |
| Subsidy to West Indies & Pacific Telegraph Co | 15,000.00 | 15,000.00 | 15,000.00 | 15,000.00 | 15,000.00 |
| Streets and public roads | 65,296.90 | 74,816.15 | 87,383.15 | 67,107.95 | 84,481.20 |
| Department of public instruction | 40,848.05 | 41,854.65 | 42,417.52 | 39,411.15 | 41,734.80 |
| Sanitary department | 103,384.87 | 98,954.30 | 109,029.43 | 127,422.53 | 135,897.98 |
| Poor department | 26,949.35 | 26,524.97 | 25,810.35 | 26,487.75 | 47,743.00 |
| Prison department | 16,354.53 | 18,289.03 | 22,381.35 | 22,191.70 | 18,775.65 |
| Divers expenses | 12,078.60 | 13,680.00 | 11,965.75 | 13,712.00 | 14,189.50 |
| Buildings and other uncertain expenses | 31,172.00 | 32,273.20 | 46,092.27 | 45,423.42 | 84,598.47 |
| Pensions | 19,149.87 | 13,482.65 | 10,602.67 | 10,529.85 | 10,167.48 |
| Allowances | 8,699.13 | 8,240.35 | 7,838.33 | 8,325.85 | 8,838.35 |
| Contribution to the reserve fund | 92,666.55 | ..... | ..... | ..... | ..... |
| Total | 589,577.30 | 513,302.50 | 549,867.27 | 541,440.22 | 622,470.95 |

| | Total for 5 years. | Annual average. |
|---|---|---|
| | *Francs.* | *Francs.* |
| Receipts | 2,498,108.84 | 499,621.77 |
| Expenditures | 2,816,658.24 | 563,331.65 |
| Excess of expenditures over receipts | 318,549.40 | 63,709.88 |

TABLE B.—*Statement of revenues and expenditures of the colonial treasury of St. Croix for 5 years.*

| | 1912-13 | 1913-14 | 1914-15 | 1915-16 | 1916-17 |
|---|---|---|---|---|---|
| **REVENUES.** | *Francs.* | *Francs.* | *Francs.* | *Francs.* | *Francs.* |
| Direct taxation | 152,044.55 | 156,890.60 | 152,181.65 | 144,338.60 | 154,081.87 |
| Import duty | 335,776.30 | 371,223.25 | 291,548.60 | 260,035.05 | 392,519.20 |
| Export duty | 81,722.10 | 83,010.50 | 95,704.45 | 69,659.05 | 363,562.87 |
| Other indirect taxation, etc | 167,154.50 | 158,000.55 | 134,104.00 | 121,815.25 | 183,927.28 |
| Sundry revenues | 23,601.85 | 30,600.40 | 26,403.55 | 27,042.95 | 28,262.28 |
| Total | 760,299.30 | 799,734.30 | 699,942.35 | 622,890.90 | 1,122,353.50 |
| **EXPENDITURES.** | | | | | |
| Contribution to Denmark toward the general State expenses | 75,000.00 | 75,000.00 | 75,000.00 | 50,000.00 | 25,000.00 |
| Colonial council | 8,920.55 | 8,133.20 | 8,584.55 | 9,096.80 | 9,501.75 |
| The judiciary and police department | 90,171.50 | 89,818.65 | 92,616.20 | 99,407.65 | 89,281.02 |
| Customs department | 62,267.05 | 63,246.40 | 63,543.05 | 66,195.85 | 66,770.85 |
| Pilot and harbor department | 9,647.60 | 8,048.70 | 8,422.05 | 10,850.25 | 7,916.90 |
| Postal department (including subsidy to West Indies & Pacific Telegraph Co.) | 89,582.22 | 30,835.95 | 76,945.20 | 40,811.30 | [1] 105,515.13 |
| Militia and fire department | 6,525.55 | 5,407.15 | 9,986.95 | 7,870.95 | 4,851.92 |
| Road department | 15,941.30 | 11,161.35 | 11,949.25 | 9,730.40 | 16,638.68 |
| Department of public instruction | 63,964.02 | 67,994.70 | 67,156.00 | 67,256.60 | 80,642.90 |
| Sanitary department | 224,520.46 | 199,889.40 | 205,063.85 | 233,846.45 | 281,767.82 |
| Poor department | 58,367.60 | 56,648.25 | 56,460.35 | 57,597.55 | 68,462.95 |
| Prison department | 44,784.81 | 43,048.80 | 42,671.65 | 50,340.95 | 45,370.28 |
| Contribution to "rum fund" | 7,200.00 | 7,200.00 | 7,200.00 | 7,200.00 | 7,200.00 |
| Divers expenses | 15,977.95 | 14,958.25 | 14,979.65 | 17,386.55 | 18,438.40 |
| Building expenses | 43,322.90 | 40,386.05 | 28,838.35 | 32,779.05 | 150,049.15 |
| Uncertain expenses | [2] 370,417.54 | 25,680.05 | 15,254.55 | 29,864.65 | 67,182.75 |
| Pensions | 19,436.65 | 19,436.65 | 19,436.65 | 17,323.85 | 65,099.27 |
| In aid of agricultural experiment station | 20,792.90 | 26,550.00 | 24,610.95 | 25,000.00 | 25,000.00 |
| Total | 1,225,969.60 | 793,428.55 | 828,719.25 | 823,468.85 | 1,134,689.77 |

[1] Includes 53,000 francs contributed toward upkeep of telephone system.
[2] Includes 308,000 francs transferred to reserve fund, and 41,600 francs sugar duties refunded to exporters.

| | Total for 5 years. | Annual average. |
|---|---|---|
| | *Francs.* | *Francs.* |
| Receipts | 4,005,220.35 | 801,044.07 |
| Expenditures | 4,806,267.02 | 961,253.40 |
| Excess of expenditures over receipts | 801,046.67 | 160,209.33 |

TABLE C.—*Statement of the revenues and expenditures of the St. Thomas Harbor treasury for 5 years.*

| | 1912-13 | 1913-14 | 1914-15 | 1915-16 | 1916-17 |
|---|---|---|---|---|---|
| **REVENUES.** | *Francs.* | *Francs.* | *Francs.* | *Francs.* | *Francs.* |
| Ship dues | 134,063.17 | 113,018.20 | 82,210.02 | 66,700.95 | 72,528.15 |
| Pilotage | 29,761.10 | 25,591.45 | 15,785.80 | 14,520.20 | 17,715.80 |
| Ferryboat taxes | 1,495.00 | 1,500.00 | 1,465.00 | 1,320.00 | 1,260.00 |
| Careening dues | 705.75 | 794.90 | 690.35 | 942.15 | 2,234.15 |
| Quarantine fees, etc | 2,375.50 | 374.50 | 681.50 | 91.00 | 435.00 |
| Interest | 4,356.65 | 5,574.30 | 4,810.66 | 8,866.50 | 3,507.15 |
| Miscellaneous revenue | 50.20 | 125.85 | ..... | 214.55 | 1,481.15 |
| Forfeiture of bond (contract for dredging) | ..... | ..... | ..... | 46,800.00 | ..... |
| Total | 172,827.37 | 146,979.20 | 105,643.27 | 139,455.35 | 99,161.40 |
| **EXPENDITURES.** | | | | | |
| Salaries and wages | 31,104.20 | 36,687.97 | 36,797.95 | 36,515.20 | 34,724.80 |
| Lighthouse department | 4,408.00 | 3,989.43 | 3,785.50 | 4,605.15 | 14,289.50 |
| Buoys and moorings | 1,426.30 | 29,834.90 | 815.40 | 4,747.95 | 3,430.60 |
| Signal station, maintenance | 2,923.50 | 2,873.50 | 2,806.10 | 2,953.90 | 2,898.55 |
| Quarantine station, maintenance | 3,404.77 | 2,291.65 | 2,280.00 | 2,512.00 | 2,126.25 |

TABLE C.—*Statement of the revenues and expenditures of the St. Thomas Harbor treasury for five years*—Continued.

| | 1912–13 | 1913–14 | 1914–15 | 1915–16 | 1916–17 |
|---|---|---|---|---|---|
| EXPENDITURES—continued. | | | | | |
| | *Francs.* | *Francs.* | *Francs.* | *Francs.* | *Francs.* |
| Building expenses, etc., including quarantine station | 4,000.00 | 4,294.47 | 22,520.35 | 36,912.15 | 22,081.25 |
| Divers expenses | 6,196.03 | 6,130.68 | 5,196.90 | 5,032.40 | 4,884.22 |
| Allowances and pensions | 500.00 | 1,700.00 | 3,100.00 | 3,225.00 | 3,200.00 |
| Additional grants | 4,617.65 | ..... | ..... | ..... | ..... |
| Repairs to wharves, etc | ..... | ..... | 20,490.75 | ..... | ..... |
| Retirement of bonds and interest on bond issue, etc | 35,404.32 | 34,768.55 | 35,140.90 | 35,473.67 | 34,716.15 |
| Floating crane | ..... | ..... | 13,069.55 | ..... | ..... |
| Dredging | ..... | 47,592.55 | ..... | ..... | ..... |
| Reorganization and adjustment of customhouse accounts | 3,483.62½ | 5,450.00 | 5,137.50 | 1,070.20 | ..... |
| Contribution to the colonial treasury, St. Thomas, according to law, No. 112 | 50,000.00 | 41,456.80 | ..... | ..... | ..... |
| Total | 147,468.39½ | 216,770.50 | 151,200.90 | 133,047.62 | 122,351.32 |

| | Total for 5 years. | Annual average. |
|---|---|---|
| | *Francs.* | *Francs.* |
| Receipts | 664,066.59 | 132,813.32 |
| Expenditures | 770,838.73 | 154,167.75 |
| Excess of expenditures over receipts | 106,772.14 | 21,354.43 |

TABLE D.—*Receipts and expenditures by Denmark for account of Danish West Indies, for 5 years.*

| | 1912–13 | 1913–14 | 1914–15 | 1915–16 | 1916–17 [1] |
|---|---|---|---|---|---|
| RECEIPTS. | | | | | |
| | *Francs.* | *Francs.* | *Francs.* | *Francs.* | *Francs.* |
| Colonial lottery | 509,265 | 565,276 | 559,545 | 535,407 | 558,335 |
| Contribution from Sr. Croix (colonial law, Apr. 6, 1906) | 75,000 | 75,000 | 75,000 | 50,000 | 75,000 |
| Miscellaneous receipts | 4,355 | 1,967 | 3,623 | 4,371 | 1,550 |
| Total | 588,620 | 642,243 | 638,168 | 589,778 | 634,885 |
| EXPENDITURES. | | | | | |
| Administrative expenses (salaries and maintenance, central government offices) | 113,504 | 113,268 | 117,710 | 120,753 | 119,005 |
| State church | 54,440 | 54,190 | 50,740 | 51,781 | 49,640 |
| Gendarmery Corps | 348,982 | 371,830 | 399,160 | 419,879 | 385,114 |
| School director (salary account) | 14,250 | 14,250 | 14,343 | 14,250 | 14,250 |
| Building expenses (buildings owned by Denmark | 29,030 | 27,208 | 29,613 | 54,803 | 41,465 |
| Pensions and allowances | 67,000 | 66,180 | 66,758 | 66,125 | 65,876 |
| Contribution to postal service | 375 | 1,500 | 1,500 | 1,964 | 2,500 |
| Chief physician (on account salary, St. Croix) | ..... | ..... | ..... | 2,250 | ..... |
| Miscellaneous expenses | 21,743 | 20,256 | 20,217 | 32,667 | 12,000 |
| Total | 649,324 | 668,682 | 700,041 | 764,472 | 689,850 |
| Total receipts | 588,620 | 642,243 | 638,168 | 589,778 | 634,885 |
| Total expenditures | 649,324 | 668,682 | 700,041 | 764,472 | 689,850 |
| Excess of expenditures over receipts | 60,704 | 26,439 | 61,873 | 174,694 | 54,965 |

[1] Budget estimates.

| | Francs |
|---|---|
| Total excess of expenditures over receipts for 5 years | 378,675 |
| Average annual excess of expenditures over receipts, 5 years | 75,735 |

TABLE E.—*Estimated revenues and expenditures of the Virgin Islands of the United States from Apr. 1, 1918, to June 30, 1919.*

| | St. Thomas and St. John. | St. Croix. | Total. |
|---|---|---|---|
| **REVENUES.** | | | |
| Direct taxes | $35,000 | $37,440 | $72,440 |
| Indirect taxes | 18,400 | 112,000 | 130,400 |
| Ships' dues, etc., St. Thomas Harbor | 13,800 | ..... | 13,800 |
| Miscellaneous | 6,250 | 6,250 | 12,500 |
| Total | 73,450 | 155,690 | 229,140 |
| **EXPENDITURES.** | | | |
| Colonial council | 3,300 | 3,000 | 6,300 |
| Judiciary | 15,650 | 15,650 | 31,300 |
| Prison and police | 46,600 | 46,600 | 93,200 |
| Customs | 6,500 | 10,200 | 16,700 |
| Subsidies and special grants | 4,700 | 6,300 | 11,000 |
| Fire department | 7,000 | 13,200 | 20,200 |
| Public works department | 49,800 | 24,500 | 74,300 |
| Public instruction | 49,400 | 49,400 | 98,800 |
| Sanitary department | 72,000 | 141,000 | 213,000 |
| Poor department | 17,500 | 8,800 | 26,300 |
| Pensions and allowances | 7,500 | 5,000 | 12,500 |
| Contingent | 12,500 | 6,300 | 18,800 |
| Harbor department | 15,000 | 3,800 | 18,800 |
| Administrative expenses | 18,800 | 12,500 | 31,300 |
| Retirement of harbor bonds (June, 1918; December, 1918; June, 1919) | 6,000 | ..... | 6,000 |
| Interest on harbor bonds | 4,500 | ..... | 4,500 |
| Total | 336,750 | 346,250 | 683,000 |
| Total estimated revenues | 73,450 | 155,690 | 229,140 |
| Total estimated expenditures | 336,750 | 346,250 | 683,000 |
| Net estimated deficit | 263,300 | 190,560 | 453,860 |

NOTE.—Included in St. Thomas revenues and expenditures are those under St. Thomas Harbor treasury. The plans for the judiciary department, prison and police department, and public instruction department contemplate a combined organization for all of the islands. In apportioning these expenditures one-half has arbitrarily been assigned to St. Thomas and St. John and one-half to St. Croix.

TABLE F.—*Analysis of expenditures in Table E.*

[Expenditures of the Virgin Islands of the United States from Apr. 1, 1918, to June 30, 1919.]

| | Column 1. | Column 2. | Column 3. |
|---|---|---|---|
| **EXPENDITURES.** | | | |
| Colonial council | $6,300 | $5,500 | $800 |
| Judiciary and prison and police | 124,500 | 72,000 | 52,500 |
| Customs | 16,700 | 16,700 | ..... |
| Subsidies and special grants | 11,000 | 11,000 | ..... |
| Fire department | 20,200 | 6,900 | 13,300 |
| Public works department | 74,300 | 40,000 | 34,300 |
| Public instruction | 98,800 | 38,000 | 60,800 |
| Sanitary department | 213,000 | 150,000 | 63,000 |
| Poor department | 26,300 | 26,300 | ..... |
| Pensions and allowances | 12,500 | 12,500 | ..... |
| Contingent | 18,800 | 6,000 | 12,800 |
| Harbor department | 18,800 | 18,800 | ..... |
| Administrative expenses | 31,300 | 15,000 | 16,300 |
| Retirement of harbor bonds (June, 1918; December, 1918; June, 1919) | 6,000 | 6,000 | ..... |
| Interest on harbor bonds | 4,500 | 4,500 | ..... |
| Total | 683,000 | 429,200 | 253,800 |

RECAPITULATION.

| | |
|---|---|
| Total estimated expenses for 15 months, beginning April, 1918 | $683,000 |
| Total amount necessary for maintenance under practically the same conditions as at present | 429,200 |
| Additional amount required for improvements | 253,800 |
| Estimated revenues from all sources during this period (see Table E) | 229,140 |

NOTE.—Column 1 includes total estimated expenditures for the period. Column 2 represents estimate of expenses required for maintenance only, assuming that conditions are maintained practically as at present. Column 3 gives estimates of additional amounts required along lines of progressive improvements, which it is considered necessary to put into effect during the period.

The CHAIRMAN. The next item is for the actual expenses incurred by and in connection with the civilian naval consulting board. A few years ago I think we made an appropriation of $5,000, and then last year $25,000. Now they are wanting $100,000.

Admiral McGOWAN. This comes absolutely under the Secretary of the Navy. I shall be very glad to answer any questions I am able to.

The CHAIRMAN. Can you give us any explanation as to the need of it?

Admiral McGOWAN. To the best of my knowledge, there are various scattered expenses that this board has; for instance, the expense of traveling, some expenses incident to experimentation and other expenses incident to the carrying on of that work. The Government, of course, is not allowed to accept gratuities.

Mr. BRITTEN. Is that the board for which we provided a $2,000,000 appropriation a couple of years ago, for the erection of a building?

The CHAIRMAN. No, sir; that was not a board. We simply provided for an experimental laboratory.

Admiral McGOWAN. This is the naval consulting board, headed by Thomas A. Edison.

Mr. BRITTEN. That is the board I had in my mind.

Admiral McGOWAN. The building appropriation was made for a laboratory and its equipment.

Mr. BRITTEN. A $2,000,000 building?

Admiral McGOWAN. Yes, sir, with its equipment.

Mr. BRITTEN. What was done with the appropriation, or has it gone back into the Treasury?

The CHAIRMAN. No; it is a continuing appropriation as it relates to public works, and they are holding it up until after the war, in order to determine as to the character of it, etc.

Mr. BRITTEN. That is a great board, is it not?

Admiral McGOWAN. It is a great board; yes, sir.

Mr. TALBOTT. There is some trouble about the location of that?

Admiral McGOWAN. That is under consideration, sir. But all of my testimony along this line is hearsay.

Mr. BUTLER. Are you able to tell us of any recommendations that this board has made within the last six months that have been approved or ratified by the Navy Department?

Admiral McGOWAN. Such recommendations would not come to me.

Mr. BUTLER. They would not come through you anyhow?

Admiral McGOWAN. No.

Mr. BUTLER. You simply pay them their money for their attendance, and you pay them their traveling expenses?

Admiral McGOWAN. The vouchers pass through one section of my office; yes, sir.

Mr. BUTLER. How often do they meet?

Admiral McGOWAN. I am unable to tell you, sir; but I see individual Members here quite often. I am sure they are very much in earnest. I know my friend, Thomas A. Edison, is working all day, every day, and most every night, now in Washington. He was in Washington Saturday afternoon. I had the honor of shaking his hand.

Mr. BRITTEN. Capt. William Strothers Smith is the naval officer in charge of this particular board?

Admiral McGOWAN. He is detailed for special duty in connection with that board, sir.

The CHAIRMAN. The next item is "Investigation of fuel oil, $60,000,' the same as last year. Two years ago Admiral Edwards came before the committee and talked with me personally, and said that if we made the appropriation, as I now remember, of $67,000 for that, that it was only a temporary matter, and that it would only be for that one appropriation, and we made the appropriation for them for the experimental purposes. Then they came back last year for $60,000, saying that they would need it for that year. Now they are wanting $60,000 again. Is there to be any end to this experimental matter?

Admiral McGOWAN. I should have to ask Admiral Edwards about that. I have no connection whatever with the making of the experiments.

Mr. BUTLER. There ought to be somebody able to tell us.

Admiral McGOWAN. Generally speaking, the appropriation of $60,000 for the past year is practically still intact; for the reason that the policy of the Navy Department with reference to the $60,000 is dependent upon the policy of Congress with respect to the general leasing bill, in which the naval fuel oil reserves are located. There are certain investigations of the oil fields in Wyoming, and also of the shale lands in California and certain——

The CHAIRMAN. Are you investigating the shale lands in Colorado?

Admiral McGOWAN. Colorado and all the other fields in California. It has all been held up, especially the California phase of it, until Congress decides the fate of the general leasing bill. The Bureau of Steam Engineering has heretofore been conducting the experiments and the investigations.

The CHAIRMAN. Now, then, having on hand most of the appropriation for last year, will you need this additional appropriation for this year?

Admiral McGOWAN. I do not know, sir. It would automatically go back to the Treasury unless expended.

Mr. BUTLER. I think it is a good thing to leave out.

The CHAIRMAN. I would like to have information put in in reference to this item.

Admiral McGOWAN. Yes, sir.

Mr. BUTLER. Can you tell us how much of that has been unexpended? Have you a memorandum there?

Admiral McGOWAN. Yes, sir; the bulk of the appropriation is still intact.

Mr. BUTLER. The bulk of the appropriation is still intact?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. I would like to have you also advise the committee of the unexpended balance in 1917.

Admiral McGOWAN. Yes.

The CHAIRMAN. It may be one of those continuing appropriations. It seems to appear from this statement here that there was unexpended in 1917 $63,098.81.

Mr. REED. The reason is that in that statement there for 1918 the appropriation was made immediately available for 1917, the re-

mainder of the year. That $63,000 includes $3,000 of the old appropriation and $60,000 made specifically for 1918.

The CHAIRMAN. Does it?

Mr. REED. Yes, sir.

The CHAIRMAN. I would like to have you state how much you have unexpended, and also the need for it.

INVESTIGATION OF FUEL OIL.

The unobligated balance of the appropriation November 30, 1917, was $46,243.33. The money for 1919 is desired not only for investigations but for the protection of the reserves and the extension and maintenance of the fuel-oil testing plant at Philadelphia.

The CHAIRMAN. The next item is on page 71, Bureau of Supplies and Accounts. Pay of the Navy: Pay and allowances prescribed by law of officers on sea duty and shore duty, and officers on waiting orders, $33,000,000, instead of $15,000,000—I leave off the odd figures—and various increases, making an increase of the total, and some decreases, I believe.

Mr. REED. From $125,000,000, approximately, it goes to $213,000,000.

The CHAIRMAN. It is an increase of from one hundred and twenty-six million and a half to 213,000,000, and these various items are all set out here. Admiral, will you please tell us about them? This is one of your working appropriations?

Admiral McGOWAN. Yes, sir; that is due to the increase of the Navy, sir, incident to the war.

The CHAIRMAN. Do you include in that the contemplated increase asked for by the Secretary?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. In his report?

Admiral McGOWAN. Yes, sir; for a half year. Taking for granted that the 60,000 men will be recruited during the year, we average it at 30,000 men for a full year.

The CHAIRMAN. Half of them you will not get at the start?

Admiral McGOWAN. Exactly.

The CHAIRMAN. You have gone over these various appropriations carefully?

Admiral McGOWAN. Yes, sir; they are all given here in detail.

The CHAIRMAN. I understand that with the provision at the end of this, all of this is accounted for and constitutes one fund?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. So that it is only for information that it is seregated?

Mr. REED. We have here a detailed statement showing the pay of officers, the pay and allowances by ranks and ratings of every officer, the number on sea duty and shore duty, and the pay of each, carrying it through the regular Navy, the naval volunteers, and the reserves.

The CHAIRMAN. Would there be any objection to putting that in?

Mr. REED. I would like to have that printed in the record, because if is the first time it has been able to get the data in this shape to present to the committee.

The CHAIRMAN. That will be printed in the hearings.

(The tables referred to are here printed in full as follows:)

NAVY DEPARTMENT,
BUREAU OF SUPPLIES AND ACCOUNTS,
*Washington, D. C., January 19, 1918.*

STATEMENT ANALYZING THE ESTIMATE OF FUNDS REQUIRED UNDER THE APPROPRIATION "PAY OF THE NAVY" DURING THE FISCAL YEAR ENDING JUNE 30, 1919.

1. The estimate for the appropriation "Pay of the Navy, 1919," is made up of the following items:

| | |
|---|---|
| (*a*) Pay and allowances prescribed by law of officers on sea duty and other duty and officers on waiting orders | $33,234,498 |
| (*b*) Officers on the retired list | 3,374,391 |
| (*c*) Commutation of quarters for officers on shore not occupying public quarters | 2,821,248 |
| (*d*) Commutation of quarters for members of the Nurse Corps (female) | 44,200 |
| (*e*) Hire of quarters for officers serving with troops where there are no public quarters belonging to the Government and where there are not sufficient quarters possessed by the Government to accommodate them, or commutation of quarters not to exceed the amount which an officer would receive were he not serving with troops, and hire of quarters for officers and enlisted men on sea duty at such times when they may be deprived of their quarters on board ship due to repairs or other conditions which may render it uninhabitable | 25,000 |
| (*f*) Pay of enlisted men on the retired list | 540,255 |
| (*g*) Extra pay to men reenlisting under honorable discharge | 1,400,000 |
| (*h*) Interest on deposits by enlisted men | 15,000 |
| (*i*) Pay of enlisted men | 127,898,795 |
| (*j*) Pay of enlisted men undergoing sentence of court-martial | 540,000 |
| (*k*) Pay of apprentice seamen under training at training stations and on board training ships | 3,716,400 |
| (*l*) Pay of the Nurse Corps | 670,800 |
| (*m*) Rent of quarters for members of the Nurse Corps | 55,800 |
| (*n*) Retainer pay and active service pay of members of the Naval Reserve Force | 38,893,170 |
| Total | 213,229,557 |

2. A detailed analysis of the amount estimated under item (*a*) above is furnished in the accompanying tabulated statement (Table 1). This table shows the number of officers in each grade on sea duty and on other duty as estimated by the Bureau of Navigation. The average rates of pay shown for the various grades (with the exception of grades recently established) are based upon the rates fixed by the act of May 13, 1908, plus allowances for longevity and sea service or shore duty beyond the continental limits of the United States.

3. Item (*b*) is explained in Table 2. The number of officers estimated to be on active duty, as well as the total number in each grade as shown by this table, is based on information furnished by the Bureau of Navigation. The average rates of pay shown are based on the actual rates received by officers on the retired list during the fiscal year 1917.

4. The amount estimated under item (*c*) is explained in detail in Table 3. The number of rooms was calculated by multiplying the number of officers on shore duty in each grade by the number of rooms to which their rank entitles them. Commutation of quarters being fixed by law at $12 per month per room, the number of rooms thus obtained was multiplied by $144 to obtain the total estimated annual expenditure.

5. Item (*d*). The Bureau of Medicine and Surgery estimates that in addition to the $1,000 required for commutation of quarters for nurses at home heretofore carried in the naval appropriation acts there will be $43,200 required for commutation of quarters for 150 nurses serving in base hospitals abroad.

6. The appropriation act of March 4, 1917, carried $4,000 for the purposes enumerated under item (*e*). In view of the probable increase in repairs to naval vessels which will render them uninhabitable while at places where no quarters on shore will be available for the officers and enlisted men attached thereto, this amount has been increased to $25,000.

7. Under item (*f*) the Bureau of Navigation estimated that there will be 562 enlisted men on the retired list on July 1, 1918, and that there will be 75 retirements during the fiscal year 1919. The average annual pay for retired enlisted men is approximately $900.

8. The expenditures under item (*g*) during the fiscal year 1917 amounted to $1,368,367.89. No appreciable increase on account of honorable discharge gratuities is anticipated, and the amount expended during 1917, rounded off to the nearest $100,000, was used as the estimate for 1919.

9. Item (*h*)—the expenditures for interest on deposits credited to enlisted men upon discharge during the fiscal year 1917 amounted to $12,758.82. No great increase in the expenditures under this heading is probable, and the estimate was accordingly fixed at $15,000.

10. Under item (*i*) the Bureau of Navigation estimates that there will be 172,000 enlisted men in the regular Navy on July 1, 1918, and that there will be 60,000 additional men enlisted during the fiscal year 1919. These 60,000 new men will be in the service an average of six months each. Enrollments in the National Naval Volunteers stopped on September 5, 1917, at which time there were 16,615 men in that branch of the service. The estimated number of men in the Hospital Corps on July 1, 1918, is 7,070, with an increase anticipated during the fiscal year 1919 of 3,010 men. The number of enlisted men appropriated for under this heading may be recapitulated as follows:

| | Men. | Men. |
|---|---|---|
| Regular Navy | 172,000 | |
| Plus 60,000 men for six months | 30,000 | |
| | | 202,000 |
| National Naval Volunteers | | 16,615 |
| Hospital Corps | 7,070 | |
| Plus 3,010 men for six months | 1,505 | |
| | | 8,575 |
| Total | | 227,190 |

11. The average number of enlisted men in the regular Navy during the fiscal year 1916 was 52,643. Of the total number of men who will be in the Navy during the fiscal year 1919 not more than this number will receive pay for reenlistments, continuous service certificates, etc. It is assumed that, due to their longer service and therefore greater knowledge of Naval affairs, the men who were in the service during the fiscal year 1916 will be occupying the higher ratings during the fiscal year 1919. The Bureau of Navigation states that the present relative proportion of chief petty officers and petty officers to the total number of enlisted men will be unchanged. On this basis there will be approximately 52,643 men in the grades of chief petty officer, petty officer (first class), and messmen during the fiscal year 1919, and the pay for this number of men has therefore been fixed at $63.59, which is the present average rate of pay for these grades.

12. In the accompanying table (Table No. 4) this number of men and the amount of money estimated for their pay has been divided among chief petty officers, petty officers, first-class, and messmen in the proportion which these grades bore to each other in 1917, and an average rate of pay for each group derived therefrom.

13. The average rate of pay during 1917 for the men comprising the National Naval Volunteers was $356.10 per year. Due to increased pay for longevity, promotions in ratings, etc., it is estimated that the rate for the fiscal year 1919 will be $370.85, and the amount of money required for the 16,615 men in the National Naval Volunteers has been estimated on this basis.

14. The remaining 157,932 men were divided into the groups shown in Table No. 4, and average rates determined for each group. These average rates represent only the base pay plus the 10 per cent. increase provided by the Act of May 13, 1908, as these men will all be serving in their first enlistment during the fiscal year 1919.

15. In order to obtain an estimate of the amount required to cover the base increase provided by the act of May 22, 1917, the number of men entitled to each rate of increase during the fiscal year 1917 was determined from the records for that year and the estimated number of men during the fiscal year 1919 was then divided into groups in the same relative proportions as existed in these groups during 1917.

16. The pay of the civilian crews of naval auxilaries during 1917 was approximately $750,000. For the fiscal year 1919 it is estimated that the number of men required for this duty will be double that for 1917, and the estimate has been accordingly fixed at $1,500,000.

17. Under item (*j*) the Judge Advocate General of the Navy estimates that there will be 1,800 general court-martial prisoners undergoing imprisonment (with sentence of dishonorable discharge) during the fiscal year 1919. The average pay of general court-martial prisoners as shown by past records has been $300 per annum. This rate of pay multiplied by 1,800 gives a total for general court-martial prisoners of $540,000.

18. Item (*k*): The Bureau of Navigation estimates that there will be an average number of 9,500 apprentice seamen under training at training stations and on board

training ships. The pay of apprentice seamen undergoing training is $17.60 per month, and under the act of May 22, 1917, they are entitled to $15 per month additional—a total of $32.60 per month.

19. Item (*l*): The following estimate covering pay of the Nurse Corps was submitted by the Bureau of Medicine and Surgery:

| | |
|---|---|
| 1 superintendent | $1,800 |
| 30 nurses, at $65 per month | 23,400 |
| 40 nurses, at $60 per month | 28,800 |
| 100 nurses, at $55 per month | 66,000 |
| 830 nurses, at $50 per month | 498,000 |
| Extra pay for 30 nurses serving as chief nurse, at $30 per month | 10,800 |
| Extra pay for 350 nurses and chief nurses for services beyond the continental limits of the United States, at $10 per month | 42,000 |
| Total | 670,800 |

20. The amount estimated to cover the rent of quarters for members of the Nurse Corps under item (*m*) is based on an expenditure at home of $15,000 for this purpose and $40,800 for rent of quarters for 150 nurses serving in base hospitals abroad.

21. Table No. 5 presents a detailed analysis of the estimate of funds required for pay of members of the Naval Reserve Force. The Bureau of Navigation estimates that there will be 50,000 enlisted men in the Naval Reserve Force on July 1, 1918, and the estimate as submitted covers only the pay for this number of men. The Bureau of Navigation states that it is impossible to estimate the number of Naval Reservists that will be enrolled during the fiscal year 1919, but that if the Navy is called upon to fully man and equip the proposed merchant fleet now building it will be necessary to enroll 80,000 additional men. It is estimated that the pay of 1,000 enlisted men in the Naval Reserve Force for 12 months would amount to $536,960.40. On this basis the additional money required not included in the estimates heretofore submitted to pay the 80,000 men necessary to man the proposed merchant fleet would be $42,956,832.

| | |
|---|---|
| (1) Pay and allowances, officers (active): | |
| Pay, 12,695 officers | $32,529,510 |
| Heat and light, 3,948 officers | 704,988 |
| Total | 33,234,498 |
| (2) Pay, officers (retired): | |
| 493 officers not on active duty | 1,727,546 |
| 472 officers on active duty | 1,646,845 |
| Total | 3,374,391 |
| (3) Commutation of quarters: 19,592 rooms for 3,948 officers | 2,821,248 |
| (4) Commutation of quarters, Nurse Corps: | |
| In United States | 1,000 |
| Abroad (150 nurses, 2 rooms each, at $12 per room) | 43,200 |
| | 44,200 |
| (5) Hire of quarters for officers: Estimate increased from $4,000 to $25,000, due to likelihood of greater number of ships being under repair away from home yards. | |
| (6) Pay, enlisted men (retired) | 540,255 |
| Estimated 562 enlisted men on retired list July 1, 1918, with a net increase of 75 during year. Average annual pay, $900. | |
| (7) Honorable discharge gratuities | 1,400,000 |
| Based on approximate expenditures for 1917. There can be no appreciable increase during 1919, as the great expansion in personnel occurred in 1917. | |
| (8) Interest on deposit | 15,000 |
| No particular increase over previous year expected, because of other methods of saving pay. Expended 1917, $12,758.82. | |
| (9) Pay, enlisted men (active): | |
| Regular Navy, 172,000: plus 60,000 for 6 months, 30,000; Hospital Corps, 7,070: plus 3,010 for 6 months, 1,505=210,575 | 118,193,925 |
| National Naval Volunteers, 16,615 | 8,204,914 |
| Naval auxiliary service | 1,500,000 |
| | 127,898,795 |

| | |
|---|---|
| (10) Pay of prisoners: 1,800 at $25 per month | $540,000 |
| (11) Pay of apprentice seamen: 9,500 at $32.60 per month | 3,716,400 |
| (12) Pay of Nurse Corps: | |
| 1 superintendent | 1,800 |
| 30 nurses, at $65 per month | 23,400 |
| 40 nurses, at $60 per month | 28,800 |
| 100 nurses, at $55 per month | 66,000 |
| 830 nurses, at $50 per month | 498,000 |
| Extra pay for 30 nurses serving as chief nurses, at $30 per month | 10,800 |
| Extra pay for 350 nurses and chief nurses for foreign services, at $10 per month | 42,000 |
| | 670,800 |
| (13) Rent of quarters—Nurse Corps: | |
| At home | 15,000 |
| Abroad | 40,800 |
| Total | 55,800 |
| (14) Retainer pay and active service pay, Naval Reserves: | |
| Pay, active duty— | |
| 2,344 officers, afloat | 4,762,250 |
| 3,593 officers, ashore | 6,582,900 |
| 50,000 enlisted men | 26,248,020 |
| Pay, retainer | 1,300,000 |
| Total | 38,893,170 |

TABLE 1.—*Comparative analysis of estimate for pay and allowances of officers on active list.*

| Corps and rank. | Estimate, 1919. Sea duty. Number of men in grade. | Sea duty. Average annual pay. | Sea duty. Amount. | Shore duty. Number of men in grade. | Shore duty. Average annual pay. | Shore duty. Amount. | Grand total pay. | Expenditures, 1917. Number of men in grade. | Expenditures, 1917. Pay. |
|---|---|---|---|---|---|---|---|---|---|
| **REGULAR NAVY LINE.** | | | | | | | | | |
| Chief of Naval Operations | | | | 1 | $10,000 | $10,000 | $10,000 | 1 | $8,388 |
| Admirals of the fleet | 3 | $10,000 | $30,000 | | | | 30,000 | 3 | 31,136 |
| Vice admirals of the fleet | 3 | 9,000 | 27,000 | | | | 27,000 | 1 | 9,000 |
| Chief of Bureau Rear Admiral | | | | 3 | 6,000 | 18,000 | 18,000 | 3 | 18,866 |
| Rear admiral, first nine | 15 | 8,800 | 132,000 | 4 | 8,000 | 32,000 | 164,000 | 9 | 75,194 |
| Rear admiral, second nine | 16 | 6,600 | 105,600 | 5 | 6,000 | 30,000 | 135,600 | 10 | 64,313 |
| Captains | 123 | 5,500 | 676,500 | 39 | 5,000 | 195,000 | 871,500 | 88 | 452,645 |
| Judge Advocate General, captain | | | | 1 | 5,000 | 5,000 | 5,000 | 1 | 4,555 |
| Commanders | 221 | 4,950 | 1,093,950 | 48 | 4,500 | 216,000 | 1,309,950 | 122 | 562,111 |
| Lieutenant commanders | 424 | 4,290 | 1,818,960 | 99 | 3,900 | 386,100 | 2,205,060 | 247 | 1,005,258 |
| Lieutenants | 2,015 | 3,168 | 6,383,520 | 301 | 2,880 | 866,880 | 7,250,400 | 387 | 1,207,298 |
| Lieutenants (junior grade) | 1,478 | 2,530 | 3,739,340 | | | | 3,739,340 | 705 | 1,737,175 |
| Ensigns | 1,479 | 2,560 | 3,786,240 | | | | 3,786,240 | 608 | 1,196,445 |
| Total | 5,777 | | 17,793,110 | 501 | | 1,758,980 | 19,552,090 | 2,185 | 6,372,384 |
| Midshipmen | | | | 1,800 | 600 | 1,080,000 | 1,080,000 | 1,134 | 684,579 |
| **MEDICAL CORPS.** | | | | | | | | | |
| Chief of bureau, rear admiral | | | | 1 | 8,000 | 8,000 | 8,000 | 1 | 7,000 |
| Medical director, rear admiral, first nine | | | | 2 | 8,000 | 16,000 | 16,000 | | |
| Medical director, rear admiral, second nine | | | | 2 | 6,000 | 12,000 | 12,000 | 1 | 3,000 |
| Medical director, captain | 4 | 5,500 | 22,000 | 29 | 5,000 | 145,000 | 167,000 | 16 | 82,066 |
| Medical inspectors, commanders | 22 | 4,950 | 108,900 | 44 | 4,500 | 110,000 | 218,900 | 16 | 71,737 |
| Medical officers, lieutenant commanders | 163 | 4,290 | 699,270 | 54 | 3,900 | 210,600 | 909,870 | 124 | 471,853 |
| Medical officer, lieutenant | 270 | 3,168 | 855,360 | 90 | 2,880 | 259,200 | 1,114,560 | 112 | 350,486 |
| Medical officers, lieutenant (junior grade) | 493 | 2,200 | 1,084,600 | 55 | 2,000 | 110,000 | 1,194,600 | 68 | 147,789 |
| Acting assistant surgeons, lieutenant (junior grade) | | | | 25 | 2,000 | 50,000 | 50,000 | 22 | 51,786 |
| Assistant surgeons, Reserve Corps, lieutenant (junior grade) | 2 | 2,200 | 4,400 | 41 | 2,000 | 82,000 | 86,400 | 62 | 127,855 |
| Dental surgeon, lieutenant | 5 | 2,640 | 13,200 | 12 | 2,400 | 28,800 | 42,000 | 2 | 4,232 |
| Dental surgeon, lieutenant (junior grade) | 71 | 2,200 | 156,200 | 30 | 2,000 | 60,000 | 216,200 | 5 | 10,168 |
| Acting assistant dental surgeon, lieutenant (junior grade) | | | | 1 | 2,400 | 2,400 | 2,400 | 25 | 54,927 |
| Dental surgeon, Naval Academy, lieutenant (junior grade) | | | | 1 | 2,600 | 2,600 | 2,600 | 1 | 2,450 |
| Dental surgeon, Reserve Corps, lieutenant (junior grade) | | | | 2 | 2,000 | 4,000 | 4,000 | | |
| Total | 1,030 | | 2,943,930 | 387 | | 1,100,600 | 4,044,530 | 455 | 1,385,349 |

TABLE 1.—*Comparative analysis of estimate for pay and allowances of officers on active list*—Continued.

| Corps and rank. | Estimate, 1919. | | | | | | | Expenditures, 1917. | |
|---|---|---|---|---|---|---|---|---|---|
| | Sea duty. | | | Shore duty. | | | Grand total pay. | | |
| | Number of men in grade. | Average annual pay. | Amount. | Number of men in grade. | Average annual pay. | Amount. | | Number of men in grade. | Pay. |
| **PAY CORPS.** | | | | | | | | | |
| Chief of bureau, rear admiral | | | | 1 | $8,000 | $8,000 | $8,000 | 1 | $7,000 |
| Paymaster General, rear admiral | | | | 1 | 8,000 | 8,000 | 8,000 | 1 | 7,677 |
| Pay director, rear admiral, second nine | | | | 1 | 6,000 | 6,000 | 6,000 | | |
| Pay director, captain | | | | 18 | 5,000 | 90,000 | 90,000 | 11 | 53,322 |
| Pay inspectors, commanders | 9 | $4,050 | $44,550 | 27 | 4,500 | 121,500 | 166,050 | 15 | 70,262 |
| Pay officers, lieutenant commanders | 67 | 4,330 | 290,110 | 44 | 3,935 | 173,140 | 463,250 | 104 | 421,548 |
| Pay officers, lieutenants | 168 | 3,432 | 576,576 | 111 | 3,120 | 346,320 | 922,896 | 36 | 107,714 |
| Pay officers, lieutenants (j. g.) | 113 | 2,640 | 298,320 | 38 | 2,400 | 91,200 | 389,520 | 40 | 101,476 |
| Pay officers, ensigns | 113 | 2,057 | 232,441 | 38 | 1,870 | 71,060 | 303,501 | 36 | 68,464 |
| Total | 470 | | 1,441,997 | 279 | | 915,220 | 2,357,217 | 244 | 847,473 |
| **CHAPLAINS.** | | | | | | | | | |
| Chaplains, captain | 3 | 5,500 | 16,500 | 7 | 5,000 | 35,000 | 51,500 | 5 | 27,354 |
| Chaplains, commander | 7 | 4,950 | 34,650 | 13 | 4,500 | 58,500 | 93,150 | 8 | 40,123 |
| Chaplains, lieutenant commander | 7 | 3,300 | 23,100 | 14 | 3,000 | 42,000 | 65,100 | 2 | 7,764 |
| Chaplains, lieutenants | 8 | 2,640 | 21,120 | 17 | 2,400 | 40,800 | 61,920 | 3 | 9,934 |
| Chaplains, lieutenants (j. g.) | 26 | 2,200 | 57,200 | | | | 57,200 | 20 | 44,040 |
| Total | 51 | | 152,570 | 51 | | 176,300 | 328,870 | 38 | 129,215 |
| **REGULAR NAVY LINE.** | | | | | | | | | |
| Professors of mathematics, captain | | | | 5 | 5,000 | 25,000 | 25,000 | 3 | 15,000 |
| Professor of mathematics, commander | | | | 4 | 4,500 | 18,000 | 18,000 | 6 | 27,000 |
| Professor of mathematics, lieutenant commander | | | | 4 | 3,600 | 14,400 | 14,400 | | |
| Professor of mathematics, lieutenant | | | | 1 | 3,360 | 3,360 | 3,360 | 7 | 19,673 |
| Total | | | | 14 | | 60,760 | 60,760 | 16 | 61,673 |
| **NAVAL CONSTRUCTORS.** | | | | | | | | | |
| Chief of bureau, rear admiral | | | | 1 | 8,000 | 8,000 | 8,000 | | |
| Chief constructor, rear admiral | | | | 1 | 8,000 | 8,000 | 8,000 | 2 | 14,677 |
| Naval constructors, captain | | | | 16 | 5,000 | 80,000 | 80,000 | 4 | 21,485 |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Naval constructors, commanders | | | | 26 | 4,500 | 117,000 | 117,000 | 8 | 34,351 |
| Naval constructors, lieutenant commanders | | | | 22 | 3,750 | 82,500 | 82,500 | 35 | 139,070 |
| Naval constructors, lieutenant | | | | 92 | 3,243 | 298,356 | 298,356 | 15 | 44,166 |
| Naval constructors, lieutenant (junior grade) | | | | 155 | 2,000 | 330,000 | 330,000 | 17 | 39,096 |
| Total | | | | 313 | | 923,856 | 923,856 | 81 | 204,845 |
| **CIVIL ENGINEERS.** | | | | | | | | | |
| Chief of bureau, rear admiral | | | | 1 | 8,000 | 8,000 | 8,000 | 1 | 7,000 |
| Civil engineer, rear admiral, first nine | | | | 1 | 8,000 | 8,000 | 8,000 | 1 | 6,711 |
| Civil engineer, captain | | | | 4 | 5,000 | 20,000 | 20,000 | 2 | 10,562 |
| Civil engineer, commander | | | | 11 | 4,500 | 49,500 | 49,500 | 3 | 13,037 |
| Civil engineer, lieutenant commander | | | | 18 | 3,900 | 70,200 | 70,200 | 17 | 64,342 |
| Civil engineer, lieutenant | | | | 66 | 2,400 | 158,400 | 158,400 | 8 | 25,697 |
| Civil engineer, lieutenant (junior grade) | | | | 25 | 2,000 | 50,000 | 50,000 | 6 | 13,765 |
| Total | | | | 126 | | 364,100 | 364,100 | 38 | 141,114 |
| **CHIEF WARRANT OFFICERS.** | | | | | | | | | |
| Chief boatswains, pay of lieutenant | 12 | 3,696 | 44,352 | 7 | 3,360 | 23,520 | 67,872 | 10 | 32,964 |
| Chief boatswains, lieutenant (junior grade) | 1 | 2,860 | 2,860 | 1 | 2,600 | 2,600 | 5,460 | 28 | 84,336 |
| Chief boatswains, pay of ensign | 1 | 2,431 | 2,431 | | | | 2,431 | 84 | 208,334 |
| Chief gunner, pay of lieutenant | 6 | 3,696 | 22,176 | 3 | 3,360 | 10,180 | 32,356 | 14 | 48,548 |
| Chief gunner, pay of lieutenant (junior grade) | 1 | 2,860 | 2,860 | | | | 2,860 | 22 | 68,176 |
| Chief machinist, pay of lieutenant (junior grade) | 14 | 3,080 | 43,120 | 7 | 2,800 | 19,600 | 62,720 | 36 | 104,454 |
| Chief carpenter, ensign | 1 | 2,618 | 2,618 | | | | 2,618 | 65 | 153,377 |
| Chief pharmacists, lieutenant (junior grade) | 2 | 3,080 | 6,160 | 1 | 2,800 | 2,800 | 8,960 | 1 | 3,099 |
| Chief sailmakers, lieutenant | | | | 1 | 3,360 | 3,360 | 3,360 | 1 | 3,360 |
| Total | 38 | | 126,577 | 20 | | 62,060 | 188,637 | 298 | 707,078 |
| **WARRANT OFFICERS.** | | | | | | | | | |
| Boatswains | 140 | 1,625 | 227,500 | | | | 227,500 | 110 | 226,039 |
| Gunners | 260 | 1,625 | 422,500 | | | | 422,500 | 109 | 282,275 |
| Machinists | 146 | 1,625 | 237,250 | | | | 237,250 | 149 | 288,268 |
| Carpenters | 52 | 1,625 | 84,500 | | | | 84,500 | 39 | 73,351 |
| Pharmacists | 88 | 1,625 | 143,000 | | | | 143,000 | 22 | 37,289 |
| Acting pay clerks | 168 | 1,625 | 273,000 | | | | 273,000 | 42 | 75,069 |
| Total | 854 | | 1,387,750 | | | | 1,387,750 | 471 | 982,291 |
| **FLYING CORPS.** | | | | | | | | | |
| Lieutenant commanders | | | | 10 | 6,000 | 60,000 | 60,000 | 1 | 818 |
| Lieutenants | | | | 20 | 4,320 | 86,400 | 86,400 | 4 | 12,062 |
| Lieutenant (junior grade) | | | | 20 | 3,300 | 66,000 | 66,000 | 4 | 9,638 |
| Ensigns | | | | 50 | 2,550 | 127,500 | 127,500 | 1 | 467 |
| Student flyers | | | | 50 | 600 | 30,000 | 30,000 | | |
| Total | | | | 150 | | 369,900 | 369,900 | 10 | 22,985 |

TABLE 1.—*Comparative analysis of estimate for pay and allowances of officers on active list*—Continued.

| Corps and rank. | Estimate, 1919. | | | | | | | Expenditures, 1917. | |
|---|---|---|---|---|---|---|---|---|---|
| | Sea duty. | | | Shore duty. | | | Grand total pay. | | |
| | Number of men in grade. | Average annual pay. | Amount. | Number of men in grade. | Average annual pay. | Amount. | | Number of men in grade. | Pay. |
| NATIONAL NAVAL VOLUNTEERS. | | | | | | | | | |
| Line and Flying Corps: | | | | | | | | | |
| Captains | 2 | $4.400 | $8,800 | 7 | $4,000 | $28,000 | $36,800 | 2 | $7,053 |
| Commanders | 14 | 3,850 | 53,900 | 7 | 3,500 | 24,500 | 78,400 | 2 | 7,596 |
| Lieutenant commanders | 30 | 3,300 | 99,000 | 15 | 3,000 | 45,000 | 144,000 | 5 | 16,619 |
| Lieutenants | 113 | 2,640 | 298,320 | 56 | 2,400 | 134,400 | 432,720 | 17 | 44,312 |
| Lieutenants (junior grade) | 102 | 2,200 | 224,400 | 27 | 2,000 | 54,000 | 278,400 | 12 | 26,129 |
| Ensigns | 183 | 1,870 | 342,210 | 108 | 1,700 | 183,600 | 525,810 | 23 | 39,780 |
| Total | 444 | ..... | 1,026,630 | 220 | ..... | 469,500 | 1,496,130 | 61 | 141,489 |
| Medical Corps: | | | | | | | | | |
| Lieutenant commander | 5 | 3,300 | 16,500 | 4 | 3,000 | 12,000 | 28,500 | 1 | 3,927 |
| Lieutenants | 14 | 2,640 | 36,960 | 9 | 2,400 | 21,600 | 58,560 | 2 | 5,190 |
| Lieutenants (junior grade) | 26 | 2,200 | 57,200 | 16 | 2,000 | 32,000 | 89,200 | 3 | 6,756 |
| Total | 45 | ..... | 110,660 | 29 | ..... | 65,600 | 176,260 | 6 | 15,873 |
| Pay Corps: | | | | | | | | | |
| Lieutenant commanders | 5 | 3,300 | 16,500 | 3 | 3,000 | 9,000 | 25,500 | 1 | 2,654 |
| Lieutenants | 10 | 2,640 | 26,400 | 14 | 2,400 | 33,600 | 60,000 | 2 | 5,231 |
| Ensigns | 6 | 2,200 | 13,200 | 11 | 2,000 | 22,000 | 35,200 | 1 | 1,458 |
| Total | 21 | ..... | 56,100 | 28 | ..... | 64,600 | 120,700 | 4 | 9,343 |
| Chaplains: | | | | | | | | | |
| Commanders | 1 | 3,850 | 3,850 | ..... | ..... | ..... | 3,850 | 1 | 658 |
| Lieutenant commanders | 1 | 3,300 | 3,300 | 1 | 3,000 | 3,000 | 6,300 | ..... | ..... |
| Lieutenants | 2 | 2,640 | 5,280 | 5 | 2,400 | 12,000 | 17,280 | 1 | 900 |
| Total | 4 | ..... | 12,430 | 6 | ..... | 15,000 | 27,430 | 2 | 1,558 |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Chief warrant officers: | | | | | | | | | |
| Chief boatswain, ensign | 3 | 1,870 | 5,610 | 1 | 1,700 | 1,700 | 7,310 | 1 | 670 |
| Chief machinist, ensign | | | | 1 | 1,700 | 1,700 | 1,700 | | |
| Chief carpenters, ensign | 1 | 1,870 | 1,870 | | | | 1,870 | 1 | 406 |
| Chief pharmacist, ensign | | | | 2 | 1,700 | 3,400 | 3,400 | 1 | 344 |
| Total | 4 | | 7,480 | 4 | | 6,800 | 14,280 | 3 | 1,429 |
| Warrant officers: | | | | | | | | | |
| Boatswain | | | | 2 | 1,125 | 2,250 | 2,250 | | |
| Gunners | | | | 2 | 1,125 | 2,250 | 2,250 | | |
| Machinists | 5 | 1,500 | 7,500 | 5 | 1,125 | 6,625 | 14,125 | 1 | 894 |
| Pharmacists | 1 | 1,500 | 1,500 | 3 | 1,125 | 3,375 | 4,875 | 1 | 561 |
| Pay clerks | 3 | 1,500 | 4,500 | 8 | 1,125 | 9,000 | 13,500 | 1 | 1,222 |
| Total | 9 | | 13,500 | 20 | | 23,500 | 37,000 | 3 | 2,677 |
| RECAPITULATION. | | | | | | | | | |
| Line | 5,777 | | 17,793,110 | 501 | | 1,758,980 | 19,552,090 | 2,185 | 6,372,384 |
| Midshipmen | | | | 1,800 | | 1,080,000 | 1,080,000 | 1,134 | 684,579 |
| Medical Corps | 1,030 | | 2,943,930 | 387 | | 1,100,600 | 4,044,530 | 455 | 1,385,349 |
| Pay Corps | 470 | | 1,441,997 | 279 | | 915,220 | 2,357,217 | 244 | 847,473 |
| Chaplains | 51 | | 152,570 | 51 | | 176,300 | 328,870 | 38 | 129,215 |
| Professors of mathematics | | | | 14 | | 60,760 | 60,760 | 16 | 61,673 |
| Naval constructors | | | | 313 | | 923,856 | 923,856 | 81 | 294,845 |
| Civil engineers | | | | 126 | | 364,100 | 364,100 | 38 | 141,114 |
| Chief warrant officers | 38 | | 126,577 | 20 | | 62,060 | 188,637 | 298 | 707,078 |
| Warrant officers | 854 | | 1,387,750 | | | | 1,387,750 | 471 | 982,291 |
| Flying Corps | | | | 150 | | 369,900 | 369,900 | 10 | 22,985 |
| Line and Flying Corps | 444 | | 1,026,630 | 220 | | 469,500 | 1,496,130 | 61 | 141,409 |
| Medical Corps, National Naval Volunteers | 45 | | 110,660 | 29 | | 65,600 | 176,260 | 6 | 15,873 |
| Pay Corps | 21 | | 56,100 | 28 | | 64,600 | 120,700 | 4 | 9,343 |
| Chaplains | 4 | | 12,430 | 6 | | 15,000 | 27,430 | 2 | 1,558 |
| Chief warrant officers | 4 | | 7,480 | 4 | | 6,800 | 14,280 | 3 | 1,429 |
| Warrant officers | 9 | | 13,500 | 20 | | 23,500 | 37,000 | 3 | 2,677 |
| Total | 8,747 | | 25,072,734 | 3,948 | | 7,456,776 | 32,529,510 | 5,049 | 11,801,355 |
| Cost of heat and light, 19,583 rooms, at $3 per month | | | | | | | 704,988 | | |
| Total | | | | | | | 33,234,498 | | |

TABLE 1.—*Comparative analysis of estimate for pay and allowances of officers on active list*—Continued.

| Corps and rank. | Estimate, 1919. | | | | | | | Expenditures, 1917. | |
|---|---|---|---|---|---|---|---|---|---|
| | Sea duty. | | | Shore duty. | | | Grand total pay. | | |
| | Number of men in grade. | Average annual pay. | Amount. | Number of men in grade. | Average annual pay. | Amount. | | Number of men in grade. | Pay. |
| NATIONAL NAVAL VOLUNTEERS. | | | | | | | | | |
| Line and Flying Corps: | | | | | | | | | |
| Captains | 2 | $4.400 | $8,800 | 7 | $4,000 | $28,000 | $36,800 | 2 | $7,053 |
| Commanders | 14 | 3,850 | 53,900 | 7 | 3,500 | 24,500 | 78,400 | 2 | 7,596 |
| Lieutenant commanders | 30 | 3,300 | 99,000 | 15 | 3,000 | 45,000 | 144,000 | 5 | 16,619 |
| Lieutenants | 113 | 2,640 | 298,320 | 56 | 2,400 | 134,400 | 432,720 | 17 | 44,312 |
| Lieutenants (junior grade) | 102 | 2,200 | 224,400 | 27 | 2,000 | 54,000 | 278,400 | 12 | 26,129 |
| Ensigns | 183 | 1,870 | 342,210 | 108 | 1,700 | 183,600 | 525,810 | 23 | 39,780 |
| Total | 444 | ..... | 1,026,630 | 220 | ..... | 469,500 | 1,496,130 | 61 | 141,489 |
| Medical Corps: | | | | | | | | | |
| Lieutenant commander | 5 | 3,300 | 16,500 | 4 | 3,000 | 12,000 | 28,500 | 1 | 3,927 |
| Lieutenants | 14 | 2,640 | 36,960 | 9 | 2,400 | 21,600 | 58,560 | 2 | 5,190 |
| Lieutenants (junior grade) | 26 | 2,200 | 57,200 | 16 | 2,000 | 32,000 | 89,200 | 3 | 6,756 |
| Total | 45 | ..... | 110,660 | 29 | ..... | 65,600 | 176,260 | 6 | 15,873 |
| Pay Corps: | | | | | | | | | |
| Lieutenant commanders | 5 | 3,300 | 16,500 | 3 | 3,000 | 9,000 | 25,500 | 1 | 2,654 |
| Lieutenants | 10 | 2,640 | 26,400 | 14 | 2,400 | 33,600 | 60,000 | 2 | 5,231 |
| Ensigns | 6 | 2,200 | 13,200 | 11 | 2,000 | 22,000 | 35,200 | 1 | 1,458 |
| Total | 21 | ..... | 56,100 | 28 | ..... | 64,600 | 120,700 | 4 | 9,343 |
| Chaplains: | | | | | | | | | |
| Commanders | 1 | 3,850 | 3,850 | ..... | ..... | ..... | 3,850 | 1 | 658 |
| Lieutenant commanders | 1 | 3,300 | 3,300 | 1 | 3,000 | 3,000 | 6,300 | ..... | ..... |
| Lieutenants | 2 | 2,640 | 5,280 | 5 | 2,400 | 12,000 | 17,280 | 1 | 900 |
| Total | 4 | ..... | 12,430 | 6 | ..... | 15,000 | 27,430 | 2 | 1,558 |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Chief warrant officers: | | | | | | | | | |
| Chief boatswain, ensign | 3 | 1,870 | 5,610 | 1 | 1,700 | 1,700 | 7,310 | 1 | 679 |
| Chief machinist, ensign | | | | 1 | 1,700 | 1,700 | 1,700 | | |
| Chief carpenters, ensign | 1 | 1,870 | 1,870 | | | | 1,870 | 1 | 406 |
| Chief pharmacist, ensign | | | | 2 | 1,700 | 3,400 | 3,400 | 1 | 344 |
| Total | 4 | | 7,480 | 4 | | 6,800 | 14,280 | 3 | 1,429 |
| Warrant officers: | | | | | | | | | |
| Boatswain | | | | 2 | 1,125 | 2,250 | 2,250 | | |
| Gunners | | | | 2 | 1,125 | 2,250 | 2,250 | | |
| Machinists | 5 | 1,500 | 7,500 | 5 | 1,125 | 6,625 | 14,125 | 1 | 894 |
| Pharmacists | 1 | 1,500 | 1,500 | 3 | 1,125 | 3,375 | 4,875 | 1 | 561 |
| Pay clerks | 3 | 1,500 | 4,500 | 8 | 1,125 | 9,000 | 13,500 | 1 | 1,222 |
| Total | 9 | | 13,500 | 20 | | 23,500 | 37,000 | 3 | 2,677 |
| RECAPITULATION. | | | | | | | | | |
| Line | 5,777 | | 17,793,110 | 501 | | 1,758,980 | 19,552,090 | 2,185 | 6,372,384 |
| Midshipmen | | | | 1,800 | | 1,080,000 | 1,080,000 | 1,134 | 684,579 |
| Medical Corps | 1,030 | | 2,943,930 | 387 | | 1,100,600 | 4,044,530 | 455 | 1,385,349 |
| Pay Corps | 470 | | 1,441,997 | 279 | | 915,220 | 2,357,217 | 244 | 847,473 |
| Chaplains | 51 | | 152,570 | 51 | | 176,300 | 328,870 | 38 | 129,215 |
| Professors of mathematics | | | | 14 | | 60,760 | 60,760 | 16 | 61,673 |
| Naval constructors | | | | 313 | | 923,856 | 923,856 | 81 | 294,845 |
| Civil engineers | | | | 126 | | 364,100 | 364,100 | 38 | 141,114 |
| Chief warrant officers | 38 | | 126,577 | 20 | | 62,060 | 188,637 | 298 | 707,078 |
| Warrant officers | 854 | | 1,387,750 | | | | 1,387,750 | 471 | 982,291 |
| Flying Corps | | | | 150 | | 369,900 | 369,900 | 10 | 22,985 |
| Line and Flying Corps | 444 | | 1,026,630 | 220 | | 469,500 | 1,496,130 | 61 | 141,409 |
| Medical Corps, National Naval Volunteers | 45 | | 110,660 | 29 | | 65,600 | 176,260 | 6 | 15,873 |
| Pay Corps | 21 | | 56,100 | 28 | | 64,600 | 120,700 | 4 | 9,343 |
| Chaplains | 4 | | 12,430 | 6 | | 15,000 | 27,430 | 2 | 1,558 |
| Chief warrant officers | 4 | | 7,480 | 4 | | 6,800 | 14,280 | 3 | 1,429 |
| Warrant officers | 9 | | 13,500 | 20 | | 23,500 | 37,000 | 3 | 2,677 |
| Total | 8,747 | | 25,072,734 | 3,948 | | 7,456,776 | 32,529,510 | 5,049 | 11,801,355 |
| Cost of heat and light, 19,583 rooms, at $3 per month | | | | | | | 704,988 | | |
| Total | | | | | | | 33,234,498 | | |

TABLE NO. 2.—*Comparative analysis of estimate for pay of retired officers.*

| Corps and rank | Estimate, 1919 | | | | | | | Expenditures, 1917. | |
|---|---|---|---|---|---|---|---|---|---|
| | Not on active duty. | | | On active duty. | | | Grand total pay. | | |
| | Number of men in grade. | Average annual pay. | Amount. | Number of men in grade. | Average annual pay. | Amount. | | Number of men in grade. | Pay. |
| **LINE.** | | | | | | | | | |
| Rear admirals | 121 | $5,615.70 | $679,500.00 | 15 | $7,333.33 | $110,000.00 | $789,500.00 | 140 | $787,139.00 |
| Commodores | 24 | 4,500.00 | 108,000.00 | 15 | 6,000.00 | 90,000.00 | 198,000.00 | 39 | 178,717.00 |
| Captains | 20 | 3,750.00 | 75,000.00 | 34 | 5,000.00 | 170,000.00 | 245,000.00 | 55 | 214,686.00 |
| Commanders | 23 | 3,345.47 | 76,950.00 | 80 | 4,000.00 | 360,000.00 | 436,950.00 | 102 | 366,962.00 |
| Lieutenant commanders | 10 | 3,000.00 | 30,000.00 | 33 | 4,000.00 | 132,000.00 | 162,000.00 | 42 | 134,701.00 |
| Lieutenants | 15 | 2,444.00 | 36,960.00 | 30 | 2,971.33 | 89,140.00 | 126,100.00 | 44 | 119,398.00 |
| Lieutenants (junior grade) | 9 | 1,783.33 | 16,050.00 | 25 | 2,328.00 | 58,200.00 | 74,250.00 | 30 | 60,050.00 |
| Ensigns | 7 | 1,247.86 | 8,735.00 | 26 | 1,700.00 | 44,200.00 | 52,935.00 | 32 | 50,101.00 |
| Total | 229 | ..... | 1,031,195.00 | 258 | ..... | 1,053,540.00 | 2,084,735.00 | 484 | 1,911,754.00 |
| **MEDICAL CORPS.** | | | | | | | | | |
| Surgeon generals, rear admiral | 1 | 6,000.00 | 6,000.00 | 1 | 6,000.00 | 6,000.00 | 12,000.00 | 2 | 10,804.00 |
| Medical directors, rear admiral | 6 | 4,500.00 | 27,000.00 | 1 | 6,000.00 | 6,000.00 | 33,000.00 | 7 | 32,625.00 |
| Medical directors, commodore | 5 | 4,500.00 | 22,500.00 | ..... | ..... | ..... | 22,500.00 | 5 | 22,500.00 |
| Medical directors, captain | 18 | 3,750.00 | 67,500.00 | 6 | 5,000.00 | 30,000.00 | 97,500.00 | 25 | 94,686.00 |
| Medical inspectors, commander | 7 | 3,214.30 | 22,500.00 | 3 | 4,500.00 | 13,500.00 | 36,000.00 | 9 | 32,496.00 |
| Surgeons, lieutenant commander | 11 | 2,972.73 | 32,700.00 | 5 | 4,000.00 | 20,000.00 | 52,700.00 | 16 | 48,223.00 |
| Surgeons, lieutenant | 4 | 2,355.00 | 9,420.00 | 1 | 3,120.00 | 3,120.00 | 12,540.00 | 5 | 13,656.00 |
| Past assistant surgeons, lieutenant | 13 | 2,201.53 | 28,620.00 | 4 | 2,820.00 | 11,280.00 | 39,900.00 | 16 | 35,132.00 |
| Past assistant surgeons, lieutenant (junior grade) | 2 | 1,800.00 | 3,600.00 | 1 | 2,200.00 | 2,200.00 | 5,800.00 | 3 | 5,250.00 |
| Assistant surgeons, lieutenant (junior grade) | 5 | 1,710.00 | 8,550.00 | 3 | 2,133.33 | 6,400.00 | 14,950.00 | 7 | 11,083.00 |
| Assistant surgeons, ensign | 1 | 1,900.00 | 1,900.00 | 1 | 1,275.00 | 1,275.00 | 3,175.00 | 3 | 4,547.00 |
| Total | 71 | ..... | 230,290.00 | 26 | ..... | 99,775.00 | 330,065.00 | 98 | 311,002.00 |
| **PAY CORPS.** | | | | | | | | | |
| Paymaster general, rear admiral | 3 | 6,000.00 | 18,000.00 | 1 | 6,000.00 | 6,000.00 | 24,000.00 | 4 | 22,904.00 |
| Pay director, rear admiral | 9 | 4,500.00 | 40,500.00 | ..... | ..... | ..... | 40,500.00 | 9 | 42,466.00 |
| Pay director, commodore | 2 | 4,500.00 | 9,000.00 | 1 | 6,000.00 | 6,000.00 | 15,000.00 | 3 | 13,755.00 |
| Pay director, captain | 6 | 3,750.00 | 22,500.00 | 6 | 5,000.00 | 30,000.00 | 52,500.00 | 11 | 45,672.00 |
| Pay inspectors, commander | 4 | 3,375.00 | 13,500.00 | ..... | ..... | ..... | 13,500.00 | 4 | 12,375.00 |
| Paymasters, lieutenant commander | 2 | 1,800.00 | 3,600.00 | 9 | 3,888.89 | 35,000.00 | 38,600.00 | 10 | 31,367.00 |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Paymasters, lieutenant | | | | 3 | 3,066.67 | 9,200.00 | 9,200.00 | 2 | 5,736.00 |
| Passed assistant paymaster, lieutenant | 2 | 1,905.00 | 3,810.00 | | | | 3,810.00 | 1 | 2,360.00 |
| Assistant paymaster, lieutenant (junior grade) | | | | 1 | 1,100.00 | 1,100.00 | 1,100.00 | 2 | 3,081.00 |
| Total | 28 | | 110,910.00 | 21 | | 87,300.00 | 198,210.00 | 46 | 179,716.00 |
| **ENGINEER CORPS.** | | | | | | | | | |
| Engineer in chief, rear admiral | 1 | 4,500.00 | 4,500.00 | | | | 4,500.00 | 1 | 4,500.00 |
| Chief engineer, rear admiral | 5 | 4,500.00 | 22,500.00 | | | | 22,500.00 | 5 | 21,737.00 |
| Chief engineer, captain | 2 | 3,750.00 | 7,500.00 | | | | 7,500.00 | 3 | 11,250.00 |
| Chief engineer, commander | 3 | 3,375.00 | 10,125.00 | | | | 10,125.00 | 3 | 10,125.00 |
| Chief engineer, lieutenant commander | 3 | 2,900.00 | 8,700.00 | | | | 8,700.00 | 3 | 9,637.00 |
| Chief engineer, lieutenant | 1 | 2,520.00 | 2,5' 0.00 | 1 | 3,360.00 | 3,360.00 | 5,880.00 | 2 | 5,751.00 |
| Passed assistant engineer, lieutenant | 10 | 2,046.00 | 20,460.00 | 1 | 3,360.00 | 3,360.00 | 23,820.00 | 11 | 23,162.00 |
| Passed assistant engineer, lieutenant (junior grade) | 3 | 1,800.00 | 5,400.00 | 3 | 2,600.00 | 7,800.00 | 13,200.00 | 6 | 11,984.00 |
| Assistant engineer, lieutenant (junior grade) | 5 | 1,510.00 | 7,550.00 | 3 | 2,466.67 | 7,400.00 | 14,950.00 | 8 | 13,434.00 |
| Assistant engineer, ensign | 2 | 1,530.00 | 3,060.00 | 3 | 2,106.67 | 6,320.00 | 9,380.00 | 5 | 7,916.00 |
| Total | 35 | | 92,315.00 | 11 | | 28,240.00 | 120,555.00 | 47 | 119,496.00 |
| **CHAPLAINS.** | | | | | | | | | |
| Chaplains, rear admiral | 3 | 4,500.00 | 13,500.00 | | | | 13,500.00 | 3 | 13,500.00 |
| Chaplains, captain | 3 | 3,000.00 | 9,000.00 | 1 | 4,500.00 | 4,500.00 | 13,500.00 | 4 | 12,563.00 |
| Chaplains, lieutenant | | | | 1 | 1,920.00 | 1,920.00 | 1,920.00 | 1 | 1,792.00 |
| Total | 6 | | 22,500.00 | 2 | | 6,420.00 | 28,920.00 | 8 | 27,855.00 |
| Professor of mathematics, rear admiral | 1 | 4,500.00 | 4,500.00 | | | | 4,500.00 | 1 | 4,500.00 |
| Professor of mathematics, captain | 2 | 3,750.00 | 7,500.00 | | | | 7,500.00 | 2 | 7,500.00 |
| Professor of mathematics, commander | 3 | 3,300.00 | 9,900.00 | | | | 9,900.00 | 3 | 9,900.00 |
| Professor of mathematics, lieutenant | | | | 1 | 2,880.00 | 2,880.00 | | | |
| Total | 6 | | 21,900.00 | 1 | | 2,880.00 | 24,780.00 | 6 | 21,900.00 |
| **NAVAL CONSTRUCTORS.** | | | | | | | | | |
| Naval constructor, captain | 2 | 3,750.00 | 7,500.00 | 1 | 5,000.00 | 5,000.00 | 12,500.00 | 3 | 11,534.00 |
| Naval constructors, lieutenant commander | | | | 1 | 4,000.00 | 4,000.00 | 4,000.00 | 1 | 3,840.00 |
| Naval constructors, lieutenant | 1 | 2,160.00 | 2,160.00 | | | | 2,160.00 | 1 | 2,160.00 |
| Total | 3 | | 9,660.00 | 2 | | 9,000.00 | 18,660.00 | 5 | 17,534.00 |
| **CIVIL ENGINEERS.** | | | | | | | | | |
| Civil engineer, rear admiral | 3 | 5,000.00 | 15,000.00 | | | | 15,000.00 | 3 | 15,000.00 |
| Civil engineer, captain | 2 | 3,750.00 | 7,500.00 | | | | 7,500.00 | 2 | 7,579.00 |
| Civil engineer, commander | 1 | 3,375.00 | 3,375.00 | | | | 3,375.00 | 1 | 3,375.00 |
| Civil engineer, lieutenant commander | 1 | 2,925.00 | 2,925.00 | | | | 2,925.00 | 1 | 1,495.00 |
| Civil engineer, lieutenant | 1 | 2,340.00 | 2,340.00 | | | | 2,340.00 | 1 | 2,340.00 |
| Total | 8 | | 31,140.00 | | | | 31,140.00 | 8 | 29,789.00 |

TABLE No. 2.—*Comparative analysis of estimate for pay of retired officers*—Continued.

| Corps and rank. | Estimate, 1919. | | | | | | | Expenditures, 1917. | |
|---|---|---|---|---|---|---|---|---|---|
| | Not on active duty. | | | On active duty. | | | Grand total pay. | | |
| | Number of men in grade. | Average annual pay. | Amount. | Number of men in grade. | Average annual pay. | Amount. | | Number of men in grade. | Pay. |
| **CHIEF WARRANT OFFICERS.** | | | | | | | | | |
| Chief boatswains, lieutenant (junior grade) | 4 | $2,100.00 | $8,400.00 | 2 | $2,300.00 | $4,600.00 | $13,000.00 | 6 | $13,682.00 |
| Chief boatswains, ensign | 13 | 1,710.61 | 22,238.00 | 28 | 2,380.00 | 66,640.00 | 88,878.00 | 34 | 64,083.00 |
| Chief gunners, lieutenant (junior grade) | 1 | 2,100.00 | 2,100.00 | 5 | 2,800.00 | 14,000.00 | 16,100.00 | 6 | 12,760.00 |
| Chief gunners, ensign | 5 | 1,601.40 | 8,007.00 | 10 | 2,340.00 | 23,400.00 | 31,407.00 | 13 | 22,969.00 |
| Chief machinist, ensign | 8 | 1,574.12 | 12,593.00 | 21 | 2,286.67 | 48,020.00 | 60,613.00 | 25 | 44,940.00 |
| Chief carpenters, lieutenant (junior grade) | 2 | 2,100.00 | 4,200.00 | 2 | 2,800.00 | 5,600.00 | 9,800.00 | 5 | 10,669.00 |
| Chief carpenters, ensign | 5 | 1,606.60 | 8,033.00 | 12 | 2,332.50 | 27,990.00 | 36,023.00 | 15 | 27,492.00 |
| Chief sailmakers, lieutenant (junior grade) | 1 | 2,100.00 | 2,100.00 | 1 | 2,800.00 | 2,800.00 | 4,900.00 | 2 | 4,200.00 |
| Chief sailmakers, ensign | 2 | 1,785.00 | 3,570.00 | 2 | 2,340.00 | 4,680.00 | 8,250.00 | 4 | 7,283.00 |
| Chief pharmacists, ensign | 4 | 1,785.00 | 7,140.00 | 1 | 2,340.00 | 2,340.00 | 9,480.00 | 4 | 7,576.00 |
| Chief pay clerk, ensign | 2 | 1,530.00 | 3,060.00 | | | | 3,060.00 | 1 | 1,530.00 |
| Total | 47 | | 81,441.00 | 84 | | 200,070.00 | 281,511.00 | 115 | 217,184.00 |
| **WARRANT OFFICERS.** | | | | | | | | | |
| Boatswains | 2 | 1,125.00 | 2,250.00 | 10 | 2,209.00 | 22,090.00 | 24,340.00 | 15 | 25,127.00 |
| Gunners | 8 | 1,651.62 | 13,213.00 | 10 | 2,250.00 | 22,500.00 | 35,713.00 | 17 | 29,849.00 |
| Machinists | 19 | 1,383.89 | 26,294.00 | 24 | 2,240.83 | 53,780.00 | 80,074.00 | 43 | 68,098.60 |
| Carpenters | 5 | 1,687.40 | 8,437.00 | 2 | 2,000.00 | 4,000.00 | 12,437.00 | 7 | 10,854.00 |
| Sailmakers | 1 | 1,688.00 | 1,688.00 | | | | 1,688.00 | 1 | 1,758.00 |
| Pharmacists | 11 | 1,687.50 | 18,562.00 | 3 | 2,250.00 | 6,750.00 | 25,312.00 | 15 | 25,585.00 |
| Pay clerks | 15 | 1,604.20 | 24,063.00 | 18 | 2,250.00 | 40,500.00 | 64,563.00 | 30 | 50,117.00 |
| Mates | 1 | 1,688.00 | 1,688.00 | | | | 1,688.00 | 21 | 23,987.00 |
| Total | 62 | | 96,195.00 | 67 | | 159,620.00 | 255,815.00 | 149 | 235,275.00 |
| **RECAPITULATION.** | | | | | | | | | |
| Line officers | 229 | | 1,031,195.00 | 258 | | 1,053,540.00 | 2,084,735.00 | 484 | 1,911,754.00 |
| Medical Corps | 71 | | 230,290.00 | 26 | | 99,775.00 | 330,065.00 | 98 | 311,002.00 |
| Pay Corps | 28 | | 110,910.00 | 21 | | 87,300.00 | 198,210.00 | 46 | 179,716.00 |
| Engineer Corps | 35 | | 92,315.00 | 11 | | 28,240.00 | 120,555.00 | 47 | 119,496.00 |
| Chaplains | 6 | | 22,500.00 | 2 | | 6,420.00 | 28,920.00 | 8 | 27,855.00 |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Professors of mathematics | 6 | ..... | 21,900.00 | 1 | ..... | 2,880.00 | 24,780.00 | 6 | 21,900.00 |
| Naval constructors | 3 | ..... | 9,660.00 | 2 | ..... | 9,000.00 | 18,660.00 | 5 | 17,534.00 |
| Civil engineers | 8 | ..... | 31,140.00 | ..... | ..... | ..... | 31,140.00 | 8 | 29,789.00 |
| Chief warrant officers | 47 | ..... | 81,441.00 | 84 | ..... | 200,070.00 | 281,511.00 | 115 | 217,184.00 |
| Warrant officers | 62 | ..... | 96,195.00 | 67 | ..... | 159,620.00 | 255,815.00 | 149 | 235,275.00 |
| Total | 493 | ..... | 1,727,546.00 | 472 | ..... | 1,646,845.00 | 3,374,391.00 | 986 | 3,071,805.00 |

TABLE 2.—*Comparative analysis of estimate for commutation of quarters.*

| Corps and rank. | Estimated number of authorized rooms. | Estimated cost at $144 per room per year. | Expenditures during 1917 for commutation of quarters. |
|---|---|---|---|
| Chief warrant officers: | | | |
| Chief boatswain, pay of lieutenant | 28 | $4,032 | $1,254 |
| Chief boatswain, pay of lieutenant (junior grade) | 3 | 432 | 3,461 |
| Chief boatswain, pay of ensign | | | 6,311 |
| Chief gunner, pay of lieutenant | 12 | 1,728 | 2,798 |
| Chief gunner, pay of lieutenant (junior grade) | | | 3,261 |
| Chief machinist, pay of lieutenant (junior grade) | 21 | 3,024 | 6,524 |
| Chief carpenter, ensign | | | 9,383 |
| Chief pharmacist, lieutenant (junior grade) | 3 | 432 | 264 |
| Chief sailmaker, lieutenant | | | 288 |
| Total | 67 | 9,648 | 33,544 |
| Warrant officers: | | | |
| Boatswains | | | 6,197 |
| Gunners | | | 9,650 |
| Machinists | | | 8,981 |
| Carpenters | | | 3,238 |
| Pharmacists | | | 3,293 |
| Acting pay clerks | | | 308 |
| Total | | | 31,667 |
| Flying Corps: | | | |
| Lieutenant commanders | 50 | 7,200 | 150 |
| Lieutenants | 80 | 11,520 | 228 |
| Lieutenants (junior grade) | 60 | 8,640 | 349 |
| Ensigns | 100 | 14,400 | 79 |
| Total | 290 | 41,760 | 806 |
| Naval Reserve force: | | | |
| Line and flying corps— | | | |
| Lieutenant commanders | 575 | 82,800 | 3,039 |
| Lieutenants | 1,480 | 213,120 | 12,036 |
| Lieutenants (junior grade) | 1,242 | 178,848 | 10,097 |
| Ensigns | 2,470 | 355,680 | 14,056 |
| Total | 5,767 | 830,448 | 39,228 |
| Medical Corps— | | | |
| Lieutenant commanders | 75 | 10,800 | 180 |
| Lieutenants | 40 | 5,760 | 144 |
| Lieutenants (juinor grade) | 1,242 | 178,848 | 18,419 |
| Dental surgeons, lieutenant (junior grade) | 93 | 13,392 | 217 |
| Acting dental surgeons, lieutenant (junior grade) | 12 | 1,728 | 27 |
| Total | 1,462 | 210,528 | 18,987 |
| Pay Corps— | | | |
| Lieutenant commanders | 20 | 2,880 | |
| Lieutenants | 72 | 10,368 | 347 |
| Lieutenants (junior grade) | 102 | 14,688 | 2,183 |
| Ensigns | 266 | 38,304 | 2,089 |
| Total | 460 | 66,240 | 4,619 |
| Chaplains—Lieutenants (junior grade) | | | 24 |
| Naval constructors—Lieutenants (junior grade) | 21 | 3,024 | 243 |
| Civil engineers— | | | |
| Lieutenants | 32 | 4,608 | 163 |
| Ensigns | 14 | 2,016 | |
| Total | 46 | 6,624 | 163 |
| Chief warrant officers— | | | |
| Chief boatswains, ensign | 60 | 8,640 | 380 |
| Chief gunners, ensign | 8 | 1,152 | |
| Chief machinists, ensign | 58 | 8,352 | 746 |
| Chief carpenters, ensign | 10 | 1,440 | 118 |
| Chief pay clerks | 6 | 864 | 385 |
| Total | 142 | 20,448 | 1,629 |

TABLE 2.—*Comparative analysis of estimate for commutation of quarters*—Continued.

| Corps and rank. | Estimated number of authorized rooms. | Estimated cost at $144 per room per year. | Expenditures during 1917 for commutation of quarters. |
|---|---|---|---|
| **Naval Reserve force—Continued.** | | | |
| Warrant officers— | | | |
| Boatswains | 434 | $62,496 | $1,987 |
| Gunners | 132 | 19,008 | 1,650 |
| Machinists | 414 | 59,616 | 1,769 |
| Carpenters | 54 | 7,776 | 276 |
| Pharmacists | 2 | 288 | 74 |
| Pay clerks | 204 | 29,376 | 3,993 |
| Total | 1,240 | 178,560 | 9,749 |
| **National naval volunteers:** | | | |
| Line and Flying Corps— | | | |
| Captains | 49 | 7,056 | 1,234 |
| Commanders | 42 | 6,048 | 1,010 |
| Lieutenant commanders | 75 | 10,800 | 1,394 |
| Lieutenants | 224 | 32,256 | 1,220 |
| Lieutenants (junior grade) | 81 | 11,664 | 404 |
| Ensigns | 216 | 31,104 | 768 |
| Total | 687 | 98,928 | 6,030 |
| Medical Corps— | | | |
| Lieutenant commanders | 20 | 2,880 | 498 |
| Lieutenants | 36 | 5,184 | 281 |
| Lieutenants (junior grade) | 48 | 6,912 | 75 |
| Total | 104 | 14,976 | 854 |
| Pay Corps— | | | |
| Lieutenant commanders | 9 | 1,296 | 306 |
| Lieutenants | 56 | 8,064 | 856 |
| Ensigns | 22 | 3,168 | 16 |
| Total | 87 | 12,528 | 1,178 |
| Chaplains— | | | |
| Commanders | ..... | ..... | ..... |
| Lieutenant commanders | 5 | 720 | ..... |
| Lieutenants | 20 | 2,880 | 105 |
| Total | 25 | 3,600 | 105 |
| Chief warrant officers— | | | |
| Chief boatswain, ensign | 2 | 288 | ..... |
| Chief machinist, ensign | 2 | 288 | ..... |
| Chief pharmacist, ensign | 4 | 576 | ..... |
| Total | 8 | 1,152 | ..... |
| Warrant officers— | | | |
| Boatswain | 4 | 576 | ..... |
| Gunners | 4 | 576 | ..... |
| Machinists | 20 | 2,880 | ..... |
| Pharmacists | 6 | 864 | ..... |
| Pay clerks | 16 | 2,304 | 121 |
| Total | 50 | 7,200 | 121 |
| **Retired list:** | | | |
| Line— | | | |
| Rear admiral | 130 | 18,720 | 2,618 |
| Commodores | 120 | 17,280 | 2,936 |
| Captains | 238 | 34,272 | 5,852 |
| Commanders | 480 | 69,120 | 18,618 |
| Lieutenant commanders | 165 | 23,760 | 7,811 |
| Lieutenants | 120 | 17,280 | 7,468 |
| Lieutenants (junior grade) | 75 | 10,800 | 4,444 |
| Ensigns | 52 | 7,488 | 3,239 |
| Total | 1,380 | 198,720 | 52,986 |
| Medical Corps— | | | |
| Surgeon General, rear admiral | 8 | 1,152 | 233 |
| Medical directors, rear admiral | 8 | 1,152 | ..... |
| Medical directors, captain | 36 | 5,184 | 1,074 |

TABLE 2.—*Comparative analysis of estimate for commutation of quarters*—Continued.

| Corps and rank. | Estimated number of authorized rooms. | Estimated cost at $144 per room per year. | Expenditures during 1917 for commutation of quarters. |
|---|---|---|---|
| Retired list—Continued. | | | |
| Medical Corps—Continued. | | | |
| Medical inspectors, commander | 18 | $2,592 | $545 |
| Surgeons, lieutenant commander | 25 | 3,600 | 940 |
| Surgeons, lieutenant | 4 | 576 | 134 |
| Past assistant surgeons, lieutenant | 16 | 2,304 | 752 |
| Past assistant surgeons, lieutenant (junior grade) | 3 | 432 | ..... |
| Assistant surgeons, lieutenant (junior grade) | 9 | 1,296 | 246 |
| Assistant surgeons, ensign | 2 | 288 | 71 |
| Total | 129 | 18,576 | 3,995 |
| Pay Corps— | | | |
| Paymaster General, rear admiral | 8 | 1,152 | 222 |
| Pay directors, rear admiral | ..... | ..... | 238 |
| Pay directors, commodore | 8 | 1,152 | 216 |
| Pay directors, captain | 42 | 6,048 | 1,231 |
| Paymasters, lieutenant commander | 45 | 6,480 | 2,217 |
| Paymasters, lieutenant | 12 | 1,728 | 19 |
| Assistant paymasters, lieutenant (junior grade) | 3 | 432 | 94 |
| Total | 118 | 16,992 | 4,237 |
| Engineers Corps— | | | |
| Chief engineers, lieutenant | 4 | 576 | 179 |
| Past assistant engineers, lieutenant | 4 | 576 | 137 |
| Past assistant engineers, lieutenant (junior grade) | 9 | 1,296 | 518 |
| Assistant engineers, lieutenant (junior grade) | 9 | 1,296 | 225 |
| Assistant engineers, ensign | 6 | 864 | 213 |
| Total | 32 | 4,608 | 1,272 |
| Chaplains— | | | |
| Chaplains, captains | 7 | 1,008 | 34 |
| Chaplains, lieutenants | 4 | 576 | 140 |
| Total | 11 | 1,584 | 174 |
| Professor of mathematics | 4 | 576 | ..... |
| Naval constructors— | | | |
| Naval constructors, captain | 7 | 1,008 | 229 |
| Naval constructors, lieutenant commanders | 5 | 720 | 696 |
| Total | 12 | 1,728 | 925 |
| Civil engineers—rear admiral | ..... | ..... | 228 |
| Chief warrant officers— | | | |
| Chief boatswains, lieutenant (junior grade) | 6 | 864 | 125 |
| Chief boatswains, ensign | 56 | 8,064 | 2,114 |
| Chief gunners, lieutenant (junior grade) | 15 | 2,160 | 494 |
| Chief gunners, ensign | 20 | 2,880 | 524 |
| Chief machinists, ensign | 42 | 6,048 | 1,288 |
| Chief carpenters, lieutenant (junior grade) | 6 | 864 | 657 |
| Chief carpenters, ensign | 24 | 3,456 | 820 |
| Chief sailmakers, lieutenant (junior grade) | 3 | 432 | ..... |
| Chief sailmakers, ensign | 4 | 576 | 69 |
| Chief pharmacist, ensign | 2 | 288 | 72 |
| Total | 178 | 25,632 | 6,163 |
| Warrant officers— | | | |
| Boatswains | 24 | 3,456 | 937 |
| Gunners | 20 | 2,880 | 712 |
| Machinists | 48 | 6,912 | 1,740 |
| Carpenters | 4 | 576 | 132 |
| Sailmakers | ..... | ..... | 66 |
| Pharmacists | 6 | 864 | 114 |
| Pay clerks | 36 | 5,184 | 962 |
| Mates | ..... | ..... | 244 |
| Total | 138 | 19,872 | 4,907 |

TABLE 2.—*Comparative analysis of estimate for commutation of quarters*—Continued.

RECAPITULATION.

| Corps and rank. | Estimated number of authorized rooms. | Estimated cost at $144 per room. per year. | Expenditures during 1917 for commutation of quarters. |
|---|---|---|---|
| Regular Navy: | | | |
| Line officers | 2,370 | $341,280 | $266,910 |
| Medical Corps | 1,478 | 212,832 | 106,935 |
| Pay Corps | 1,168 | 168,192 | 56,977 |
| Chaplains | 265 | 38,160 | 9,288 |
| Professors of mathematics | 83 | 11,952 | 8,744 |
| Naval constructors | 1,229 | 176,976 | 34,790 |
| Civil engineers | 541 | 77,904 | 14,723 |
| Chief warrant officers | 67 | 9,648 | 33,544 |
| Warrant officers | ..... | ..... | 31,667 |
| Flying Corps | 290 | 41,760 | 806 |
| Total | 7,491 | 1,078,704 | 564,379 |
| National Naval Volunteers: | | | |
| Line and Flying Corps | 667 | 98,928 | 6,030 |
| Medical Corps | 104 | 14,976 | 854 |
| Pay Corps | 87 | 12,528 | 1,178 |
| Chaplains | 25 | 3,600 | 105 |
| Chief warrant officers | 8 | 1,152 | ..... |
| Warrant officers | 50 | 7,200 | 121 |
| Total | 961 | 138,384 | 8,288 |
| Naval Reserve Force: | | | |
| Line and Flying Corps | 5,767 | 830,448 | 39,228 |
| Medical Corps | 1,462 | 210,528 | 18,987 |
| Pay Corps | 460 | 66,240 | 4,619 |
| Chaplains | ..... | ..... | 24 |
| Naval constructors | 21 | 3,024 | 243 |
| Civil engineers | 46 | 6,624 | 163 |
| Chief warrant officers | 142 | 20,448 | 1,629 |
| Warrant officers | 1,240 | 178,560 | 9,749 |
| Total | 9,138 | 1,315,872 | 74,642 |
| Retired list: | | | |
| Line officers | 1,380 | 198,720 | 52,986 |
| Medical Corps | 129 | 18,576 | 3,995 |
| Pay Corps | 118 | 16,992 | 4,237 |
| Engineer Corps | 32 | 4,608 | 1,272 |
| Chaplains | 11 | 1,584 | 174 |
| Professors of mathematics | 4 | 576 | ..... |
| Naval constructors | 12 | 1,728 | 925 |
| Civil engineers | ..... | ..... | 228 |
| Chief warrant officers | 178 | 25,632 | 6,163 |
| Warrant officers | 138 | 19,872 | 4,907 |
| Total | 2,002 | 288,288 | 74,887 |
| Grand total | 19,592 | 2,821,248 | 722,196 |

TABLE 3.—*Comparative analysis of estimate for commutation of quarters.*

| Corps and rank. | Estimated number of authorized rooms. | Estimated cost at $144 per room. per year. | Expenditures during 1917 for commutation of quarters. |
|---|---|---|---|
| REGULAR NAVY LINE. | | | |
| Chiefs of bureau, rear admiral | 27 | $3,888 | $3,596 |
| Rear admiral, first nine | 36 | 5,184 | 6,366 |
| Rear admiral, second nine | 40 | 5,760 | 1,806 |
| Captains | 273 | 39,312 | 41,279 |
| Judge Advocate General, captain | 7 | 1,008 | 918 |
| Commanders | 288 | 41,472 | 25,383 |
| Lieutenant commanders | 495 | 71,280 | 47,257 |
| Lieutenants | 1,204 | 173,376 | 61,592 |
| Lieutenants (junior grade) | ..... | ..... | 67,549 |
| Ensigns | ..... | ..... | 11,164 |
| Total | 2,370 | 341,280 | 266,910 |

TABLE 3.—*Comparative analysis of estimate for commutation of quarters*—Continued.

| Corps and rank. | Estimated number of authorized rooms. | Estimated cost at $144 per room. per year. | Expenditures during 1917 for commutation of quarters. |
|---|---|---|---|
| MEDICAL CORPS. | | | |
| Chief of bureau, rear admiral | 9 | $1,296 | $1,224 |
| Medical directors, rear admiral, first nine | 18 | 2,592 | ..... |
| Medical directors, rear admiral, second nine | 16 | 2,304 | 576 |
| Medical directors, captain | 28 | 4,032 | 7,448 |
| Medical inspectors, commander | 264 | 38,016 | 2,417 |
| Medical officers, lieutenant commanders | 270 | 38,880 | 27,986 |
| Medical officers, lieutenants | 360 | 51,840 | 21,029 |
| Medical officers, lieutenants (junior grade) | 165 | 23,760 | 6,427 |
| Acting assistant surgeons, lieutenant (junior grade) | 75 | 10,800 | 9,237 |
| Assistant surgeon, Naval Reserve Corps (lieutenant, junior grade) | 123 | 17,712 | 23,054 |
| Dental surgeons, lieutenant | 48 | 6,912 | 459 |
| Dental surgeons, lieutenant (junior grade) | 90 | 12,960 | 745 |
| Acting assistant dental surgeon, lieutenant (junior grade) | 3 | 432 | 5,901 |
| Dental surgeons, Naval Academy, lieutenant (junior grade) | 3 | 432 | 432 |
| Dental surgeons, Reserve Corps, lieutenant (junior grade) | 6 | 864 | ..... |
| Total | 1,478 | 212,832 | 106,935 |
| PAY CORPS. | | | |
| Chief of bureau, rear admiral | 9 | 1,296 | 1,224 |
| Paymaster General, rear admiral | 9 | 1,296 | 1,272 |
| Pay directors, rear admiral, second nine | 8 | 1,152 | ..... |
| Pay directors, captain | 126 | 18,144 | 5,741 |
| Pay inspectors, commanders | 162 | 23,328 | 7,358 |
| Pay officers, lieutenant commanders | 220 | 31,680 | 26,416 |
| Pay officers, lieutenants | 444 | 63,936 | 7,661 |
| Pay officers, lieutenants (junior grade) | 114 | 16,416 | 5,689 |
| Pay officers, ensigns | 76 | 10,944 | 1,616 |
| Total | 1,168 | 168,192 | 56,977 |
| CHAPLAINS. | | | |
| Chaplains, captains | 49 | 7,056 | 2,232 |
| Chaplains, commanders | 78 | 11,232 | 5,257 |
| Chaplains, lieutenant commanders | 70 | 10,080 | 833 |
| Chaplains, lieutenants | 68 | 9,792 | 400 |
| Chaplains, lieutenants (junior grade) | ..... | ..... | 561 |
| Total | 265 | 38,160 | 9,283 |
| Professor of mathematics, captain | 35 | 5,040 | 2,016 |
| Professor of mathematics, commander | 24 | 3,456 | 3,456 |
| Professor of mathematics, lieutenant commander | 20 | 2,880 | ..... |
| Professor of mathematics, lieutenant | 4 | 576 | 3,272 |
| Total | 83 | 11,952 | 8,744 |
| NAVAL CONSTRUCTORS. | | | |
| Chief of bureau, rear admiral | 9 | 1,296 | ..... |
| Chief constructor, rear admiral | 9 | 1,296 | 2,496 |
| Naval constructors, captains | 112 | 16,128 | 2,469 |
| Naval constructors, commanders | 156 | 22,464 | 3,182 |
| Naval constructors, lieutenant commanders | 110 | 15,840 | 12,647 |
| Naval constructors, lieutenants | 368 | 52,992 | 6,518 |
| Naval constructors, lieutenants (junior grade) | 465 | 66,960 | 7,478 |
| Total | 1,229 | 176,976 | 34,790 |
| CIVIL ENGINEERS. | | | |
| Chief of bureau, rear admiral | 9 | 1,296 | 1,224 |
| Civil engineer, rear admiral, first nine | 9 | 1,296 | 1,011 |
| Civil engineer, captain | 28 | 4,032 | 1,116 |
| Civil engineer, commander | 66 | 9,504 | 794 |
| Civil engineer, lieutenant commander | 90 | 12,960 | 5,967 |
| Civil engineer, lieutenant | 264 | 38,016 | 3,105 |
| Civil engineer, lieutenants (junior grade) | 75 | 10,800 | 1,506 |
| Total | 541 | 77,904 | 14,723 |

TABLE 4.—*Analysis of estimate for pay of enlisted men of the Regular Navy.*

| Rank. | Estimate, 1919. | | | Expenditures, 1917. | |
|---|---|---|---|---|---|
| | Number of men in grade. | Average annual pay. | Amount. | Number of men in grade. | Pay. |
| **Enlisted men, Regular Navy:** | | | | | |
| Chief petty officers | 17,298 | $1,035.33 | $17,909,110.00 | 5,078 | $5,264,436.00 |
| Petty officers, first class | 25,296 | 714.10 | 18 063,849.00 | 7,426 | 5,309,923.00 |
| Petty officers, second class | 18 952 | 488.40 | 9 256,157.00 | 5,816 | 3,282,911.00 |
| Petty officers, third class | 18,952 | 396.00 | 7,504,992.00 | 4,798 | 2,127,487.00 |
| Seamen, first class | 40,009 | 369.60 | 14,787,326.00 | 11,355 | 4,536,194.00 |
| Seamen, second class | 56,855 | 277.20 | 14,623,106.00 | 16,140 | 4,819,869.00 |
| Seamen, third class | 23,164 | 277.20 | 5,957,781.00 | 6,641 | 1,915,962.00 |
| Messmen | 10,049 | 417.79 | 4,198,368.00 | 2,950 | 1,234,124.00 |
| Total, regular pay | 210,575 | ..... | 92,300,689.00 | 60,204 | 28,490,906.00 |
| Base increase, act of May 22, 1917 | 32,942 | 72.00 | 2,371,824.00 | ..... | ..... |
| | 81,294 | 96.00 | 7,804,224.00 | ..... | ..... |
| | 45,107 | 144.00 | 6,495,408.00 | ..... | ..... |
| | 51,232 | 180.00 | 9,221,760.00 | ..... | ..... |
| Total increase | 210,575 | ..... | 25,893,216.00 | ..... | ..... |
| Grand total | ..... | ..... | 118,193,925.00 | ..... | ..... |
| National Naval Volunteers | 16,615 | 370.85 | 6,161,806.00 | 980 | 348,979.00 |
| Base increase, act of May 22, 1917 | 2,600 | 72.00 | 187,200.00 | ..... | ..... |
| | 6,413 | 96.00 | 615,648.00 | ..... | ..... |
| | 3,559 | 144.00 | 512,496.00 | ..... | ..... |
| | 4,043 | 180.00 | 727,740.00 | ..... | ..... |
| Total increase | 16,615 | ..... | 2,043,084.00 | ..... | ..... |
| Grand total | ..... | ..... | 8,204,914.00 | ..... | ..... |
| Naval Auxiliary Service | ..... | ..... | 1,500,000.00 | ..... | ..... |
| Grand total, pay of enlisted men | ..... | ..... | 127,898,795.00 | ..... | ..... |

TABLE 5.—*Comparative analysis of estimate for pay of the Naval Reserve Force.*

| Corps and rank, Naval Reserve Force. | Estimate, 1919. | | | | | | | Expenditures, 1917. | |
|---|---|---|---|---|---|---|---|---|---|
| | Sea duty. | | | Shore duty. | | | Grand total pay. | Number of men in grade. | Pay. |
| | Number of men in grade. | Average annual pay. | Amount. | Number of men in grade. | Average annual pay. | Amount. | | | |
| **LINE AND FLYING CORPS.** | | | | | | | | | |
| Lieutenant commanders | 77 | $3,300 | $254,100 | 192 | $3,000 | $576,000 | $830,100 | 6 | $17,444 |
| Lieutenants | 247 | 2,640 | 652,080 | 370 | 2,400 | 888,000 | 1,540,080 | 27 | 67,551 |
| Lieutenants (junior grade) | 276 | 2,200 | 607,200 | 414 | 2,000 | 828,000 | 1,435,200 | 35 | 72,686 |
| Ensigns | 823 | 1,870 | 1,539,010 | 1,235 | 1,700 | 2,099,500 | 3,638,510 | 73 | 127,703 |
| Midshipman | 1 | 600 | 600 | ..... | ..... | ..... | 600 | ..... | ..... |
| Total | 1,424 | ..... | 3,053,990 | 2,211 | ..... | 4,391,500 | 7,444,490 | 141 | 285,384 |
| **MEDICAL CORPS.** | | | | | | | | | |
| Lieutenant commanders | 5 | 3,300 | 16,500 | 15 | 3,000 | 45,000 | 61,500 | 1 | 975 |
| Lieutenants | 4 | 2,640 | 18,480 | 13 | 2,400 | 24,000 | 42,480 | 1 | 675 |
| Lieutenants (junior grade) | 276 | 2,200 | 607,200 | 414 | 2,000 | 828,000 | 1,435,200 | 53 | 109,837 |
| Dental surgeons, lieutenant (junior grade) | 21 | 2,200 | 46,200 | 31 | 2,000 | 62,000 | 108,200 | 1 | 1,293 |
| Acting dental surgeons, lieutenant (junior grade) | 2 | 2,200 | 4,400 | 4 | 2,000 | 8,000 | 12,400 | 1 | 300 |
| Total | 308 | ..... | 692,780 | 477 | ..... | 967,000 | 1,659,780 | 57 | 113,080 |
| **PAY CORPS.** | | | | | | | | | |
| Lieutenant commanders | 3 | 3,300 | 9,900 | 4 | 3,000 | 12,000 | 21,900 | 1 | 192 |
| Lieutenants | 12 | 2,640 | 31,680 | 18 | 2,400 | 43,200 | 74,880 | 1 | 2,197 |
| Lieutenants (junior grade) | 24 | 2,200 | 52,800 | 34 | 2,000 | 68,000 | 120,800 | 5 | 10,401 |
| Ensigns | 102 | 1,870 | 190,740 | 133 | 1,700 | 226,100 | 416,840 | 10 | 16,704 |
| Total | 141 | ..... | 285,120 | 189 | ..... | 349,300 | 634,420 | 17 | 29,494 |
| **CHAPLAINS.** | | | | | | | | | |
| Lieutenant (junior grade) | 2 | 2,200 | 4,400 | ..... | ..... | ..... | 4,400 | 1 | 106 |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **NAVAL CONSTRUCTORS.** | | | | | | | | | |
| Lieutenant commanders | | | | 3 | 3,000 | 9,000 | 9,000 | | |
| Lieutenants (junior grade) | 5 | 2,640 | 13,200 | 7 | 2,400 | 16,800 | 30,000 | 1 | 1,803 |
| Total | 5 | | 13,200 | 10 | | 25,800 | 39,000 | 1 | 1,803 |
| **CIVIL ENGINEERS.** | | | | | | | | | |
| Lieutenants | | | | 8 | 2,400 | 19,200 | 19,200 | 1 | 1,120 |
| Ensigns | | | | 7 | 1,700 | 11,900 | 11,900 | 1 | 275 |
| Total | | | | 15 | | 31,100 | 31,100 | 2 | 1,395 |
| **CHIEF WARRANT OFFICERS.** | | | | | | | | | |
| Chief boatswains, ensigns | 20 | 1,870 | 37,400 | 30 | 1,700 | 51,000 | 88,400 | 2 | 4,201 |
| Chief gunners, ensigns | 3 | 1,870 | 5,610 | 4 | 1,700 | 6,800 | 12,410 | | |
| Chief machinists, ensigns | 19 | 1,870 | 35,530 | 29 | 1,700 | 49,300 | 84,830 | 4 | 5,325 |
| Chief carpenters, ensigns | 3 | 1,870 | 5,610 | 5 | 1,700 | 8,500 | 14,110 | 1 | 542 |
| Chief pay clerks, ensigns | 3 | 1,870 | 5,610 | 3 | 1,700 | 5,100 | 10,710 | 1 | 2,162 |
| Total | 48 | | 89,760 | 71 | | 120,700 | 210,460 | 8 | 12,230 |
| **WARRANT OFFICERS.** | | | | | | | | | |
| Boatswains | 148 | 1,500 | 222,000 | 217 | 1,125 | 244,125 | 466,125 | 11 | 13,509 |
| Gunners | 44 | 1,500 | 66,000 | 66 | 1,125 | 74,250 | 140,250 | 7 | 8,429 |
| Machinists | 138 | 1,500 | 207,000 | 207 | 1,125 | 232,875 | 439,875 | 10 | 12,854 |
| Carpenters | 17 | 1,500 | 25,500 | 27 | 1,125 | 30,375 | 55,875 | 1 | 1,133 |
| Pharmacists | 1 | 1,500 | 1,500 | 1 | 1,125 | 1,125 | 2,625 | 1 | 360 |
| Pay clerks | 68 | 1,500 | 102,000 | 102 | 1,125 | 114,750 | 216,750 | 15 | 17,968 |
| Total | 416 | | 624,000 | 620 | | 697,500 | 1,321,500 | 45 | 54,244 |
| **RECAPITULATION.** | | | | | | | | | |
| Line and Flying Corps | 1,424 | | 3,052,990 | 2,211 | | 4,391,500 | 7,444,490 | 141 | 285,384 |
| Medical Corps | 308 | | 692,780 | 477 | | 967,000 | 1,659,780 | 57 | 113,080 |
| Pay Corps | 141 | | 285,120 | 189 | | 349,300 | 634,420 | 17 | 29,494 |
| Chaplains | 2 | | 4,400 | | | | 4,400 | | |
| Naval constructors | 5 | | 13,200 | 10 | | 25,800 | 39,000 | 1 | 1,803 |
| Civil engineers | | | | 15 | | 31,100 | 31,100 | 1 | 1,395 |
| Chief warrant officers | 48 | | 89,760 | 71 | | 120,700 | 210,460 | 8 | 12,230 |
| Warrant officers | 416 | | 624,000 | 620 | | 697,500 | 1,321,500 | 45 | 54,244 |
| Total | 2,344 | | 4,762,250 | 3,593 | | 6,582,900 | 11,345,150 | 270 | 497,630 |

TABLE 5.—*Comparative analysis of estimate for pay of the Naval Reserve Force*—Continued.

| Corps and rank, Naval Reserve Force. | Estimate, 1919. | | | | | | | Expenditures, 1917. | |
|---|---|---|---|---|---|---|---|---|---|
| | Sea duty. | | | Shore duty. | | | Grand total pay. | Number of men in grade. | Pay. |
| | Number of men in grade. | Average annual pay. | Amount. | Number of men in grade. | Average annual pay. | Amount. | | | |
| ENLISTED MEN. | | | | | | | | | |
| Chief petty officers, 4,000 men, at $66 per month | | | | | | | $3,168,000 | 199 | $167,459 |
| Petty officers, first class, 6,000 men, at $49.50 per month | | | | | | | 3,564,000 | 227 | 148,000 |
| Petty officers, second class, 4,500 men, at $40.70 per month | | | | | | | 2,197,800 | 244 | 131,504 |
| Petty officers, third class, 4,500 men, at $33 per month | | | | | | | 1,782,000 | 175 | 74,915 |
| Seamen, first class, 9,500 men, at $30.80 per month | | | | | | | 3,511,200 | 262 | 104,771 |
| Seamen, second class, 13,500 men, at $24.10 per month | | | | | | | 3,472,200 | 247 | 84,662 |
| Seamen, third class, 5,500 men, at $23.10 per month | | | | | | | 1,414,600 | 44 | 11,640 |
| Messmen, 2,500 men, at $33 per month | | | | | | | 990,000 | 17 | 7,741 |
| Extra pay, act May 22, 1917, 7,821 men, at $6 per month | | | | | | | 563,112 | | |
| Extra pay, act May 22, 1917, 19,304 men, at $8 per month | | | | | | | 1,853,184 | | |
| Extra pay, act May 22, 1917, 10,711 men, at $12 per month | | | | | | | 1,542,404 | | |
| Extra pay, act May 22, 1917, 12,164 men, at $15 per month | | | | | | | 2,189,520 | | |
| Total, 50,000 men | | | | | | | 26,248,020 | 1,415 | 730,692 |
| Retainer pay | | | | | | | 1,300,000 | | |
| Total for 5,937 officers and 50,000 enlisted men | | | | | | | 38,893,170 | | |

Mr. BUTLER. There is an increase there of $400,000 for officers on the retired list.

The CHAIRMAN. The retired list does not go into this.

Mr. BUTLER. You have got it there.

Mr. BRITTEN. On page 71, the second item, an increase from $2,940,000 to $3,500,000.

Admiral McGOWAN. A great many of them are on active duty.

Mr. BRITTEN. That increases their salaries 25 per cent.

Mr. BUTLER. What is the purpose of the bill now pending in the Senate?

Admiral McGOWAN. I have not had the pleasure of reading that bill.

Mr. BUTLER. That bill provides for active pay to officers who go back on the retired list.

The CHAIRMAN. The gist of it is this, to provide for increased rank above that to which they were entitled, up to and not above lieutenant commander, so that a man might be working as lieutenant, and might get a promotion up to lieutenant commander.

Mr. BUTLER. Now, then, if you bring back a lieutenant commander who is on the retired list, he draws on the retired list three-fourths of his pay, and if you bring him back on the active list, he will draw full pay as lieutenant commander?

Admiral McGOWAN. Yes, sir.

Mr. BUTLER. Do you account for the difference there in that pay by bringing them back on the active list?

Admiral McGOWAN. Not entirely.

Mr. REED. The increase is due to the fact that there will be 472 retired officers on active duty, which will give them full pay instead of three-fourths pay.

Pay Director PEOPLES. Under the present law they now get full pay while on active duty, during the time of war.

Mr. BRITTEN. Mr. Butler asked the question if this four hundred and odd thousand dollars is made up of the pay of officers ordinarily on retired pay, who are now brought into the regular service and given regular, full pay? Is not the amount also made up of retired officers who were brought under it just before the war?

Mr. REED. No, indeed, not before.

Mr. BRITTEN. Then reserve officers?

Mr. REED. The reserve officers are under a different head.

Mr. BRITTEN. How was this $400,000 made up?

The CHAIRMAN. It is made up of the difference between retired pay and active pay.

Mr. BUTLER. I asked that question—although it was awkwardly asked—and some of the numerous witnesses said no. I only want to get it in my head straight, that is all.

The CHAIRMAN. He went ahead and explained his answer, and said that it was made up of that.

Mr. REED. It is made up of 493 officers, not on active duty, at $1,727,546; 442 retired officers on active pay, at $1,646,845, and their allowances for commutation of quarters, $288,288.

Mr. BRITTEN. That does not make it.

Mr. REED. Does not that make it?

Mr. BRITTEN. No, sir; it does not. That makes a difference of less than $200,000.

Mr. BROWNING. Nearly all of your retired officers have been brought into active service, have they not?

Admiral McGOWAN. All who were able to do duty; yes, sir.

Mr. BUTLER. All who were able to serve actively?

Admiral McGOWAN. Yes, sir.

Mr. REED. Mr. Britten, those first two figures I gave you make that total. Commutation of quarters is included in the item for commutation.

Mr. BRITTEN. Give me those figures again.

Mr. REED. Four hundred and ninety-three officers on active duty, $1,727,546; 472 on active duty, at $1,646,845, which makes a total of $3,374,391. The actual expenditure for 1917 for 960 officers was $3,071,505. I thought that figure was the total of the other two.

Mr. BUTLER. Admiral, that covers one item of how much, was it, for commutation of quarters?

The CHAIRMAN. $288,000.

Mr. BUTLER. And yet the next item provides for commutation of quarters of officers on shore. This was the commutation of quarters of officers brought from the retired list to the active list?

Mr. REED. That is included in the $2,800,000; yes, sir.

Mr. BUTLER. The next segregation of increase is considerable. That is to cover the increase in the Navy, the military end of it, is it not?

Mr. REED. Yes, sir.

Mr. BUTLER. The commutation of quarters for officers on shore, not occupying public quarters, including boatswains, gunners, carpenters, sailmakers, machinists, pharmacists, pay clerks, and mates, naval constructors, and assistant naval constructors, $2,821,248. That is back on page 71, a very big increase there of commutation of quarters for officers on shore.

Mr. REED. There is a big increase in the number of officers. Instead of about 4,800 officers, there are something like 13,000, and the number on shore duty estimated to be entitled to quarters is 3,948.

Mr. BRITTEN. The reserve officer gets the same pay and allowances?

Mr. REED. Yes, sir.

Pay Director PEOPLES. Exactly.

The CHAIRMAN. The next item is, on page 77, "Provisions, Navy." Before we reach the amount, I see you have some new language: "Subsistence of officers and men of the Coast Guard and Lighthouse Services while cooperating with the Navy in so far as the regular appropriations for these services are insufficient therefor." That is because these two services have been during the war brought into the Navy?

Admiral McGOWAN. Yes, sir.

Mr. REED. I think that language was incorporated in the deficiency appropriation we got last June.

Mr. BROWNING. Before you go into the merits of this question I would like to ask if you have kept up your standard of rations.

Admiral McGOWAN. Absolutely; yes, sir.

Mr. BROWNING. You have kept that up?

Admiral McGOWAN. Yes, sir.

Mr. BROWN. How much of an increase in price has it been?

Admiral McGOWAN. The cost for the fiscal year preceding the last one was $0.3706 on the average; the average for the year ending

June 30, 1917, was $0.438; the cost for the first quarter of this present year was $0.46 and a fraction; and we thought it best to figure on 50 cents as an average for the next year, letting the price go up rather than the quantity and quality go down.

Mr. BROWNING. I think so; but I do not think that is a large increase—as large as we are paying in our homes—at that.

Admiral McGOWAN. The cost of the Navy ration for the year ended June 30, 1917, was nowhere near as high as the prices throughout the country would indicate.

Mr. BUTLER. Are you maintaining the quality?

Admiral McGOWAN. Absolutely, have and will. The average cost of the Navy ration during the last fiscal year increased 20 per cent. The average rise for the year throughout the country averaged 40 per cent, the difference in the cost for subsistence for the Navy being less by a million and a half dollars, or $4,000 a day.

Mr. BROWNING. What is the difference in cost between the Navy ration and the Army ration?

Admiral McGOWAN. I do not know what the Army ration cost is, sir; but I know the Army is feeding its men well. I admit to be rabid and unreasoning on the subject of subsistence. The men in the Navy and the men in the Army together constitute a group of less than 2,000,000 people, whereas there are about 98,000,000 other Americans who are not controlled; and nearly everybody that has something to sell, or thinks he has something to sell (some new thing), why, he wants to try it on the 2,000,000 instead of on the 98,000,000, because if he gets it in use by the 2,000,000 the 98,000,000 will fall for it. Well, those importunities have been, are being, and will be resisted to the utmost. Not one ounce of food is going to any soldier or sailor unless it is the best that humanly we can provide. They are no poison squad.

That subject came up in the food-purchase board, of which I am chairman, about a week ago in the matter of changing the beans from those now in use to beans which are apparently just as good, although of a different color. Every person present tasted some of those yellow beans, or brown; but after they all got through talking I said to those gentlemen that we would not try any experiments on the few; that if the colored beans were so cheap and so good, let the many try them, who had their own volition about what they would eat, but not experiment on the few.

That subject may come up again; and if it does, it will be stepped on promptly, the reason being that if these things are good—and I believe some of them are (those beans are good, but most of the things that are offered to us, I assume, are not)—if they are good, the 98 per cent who have free will can and will promptly go after them, and there will not be enough left for the 2 per cent. But that is not the idea at all, gentlemen. The idea of the importunist is to get their goods accepted by the Navy. They practically say, "If we can just force it through and wish it on these poor devils who have got to eat what is given them, in the first place we make a sale and in the second place we have got a mighty good advertisement, because we can say we have sold it to the Navy."

Mr. BUTLER. Do not let them work it.

Admiral McGowan. Absolutely not, and I have every reason to think that the Army is just as determined on the subject as I am.

Note.—The persistency with which certain portions of the business public endeavor to force their wares upon the Government and the determination of the Navy not to buy anything just because somebody else wants to sell it can best be illustrated by the following letter, which is some months old, but no less illustrative of the situation now than it was when written:

Navy Department,
Bureau of Supplies and Accounts,
*Washington, D. C., July 31, 1917.*

Mr. E. O. Heyl,
*Committee on Supplies,*
*Advisory Commission, Council of National Defense,*
*Washington, D. C.*

My Dear Mr. Heyl: This letter is to acknowledge and to answer—satisfactorily, I trust—yours of the 23d inst., which read:

"The following is a sample of communications from poultry dealers that are coming to this committee on the question of the use of poultry:

" ' We are advised that the regulations of the department permit of the purchase and use of poultry on such holidays as Thanksgiving and Christmas and occasionally on Sundays. Therefore, would it not be possible, owing to the exigencies of the present food supply, to waive the usual regulations regarding poultry and use part of the large supply and surplus which is in warehouses in Boston, New York, Buffalo, Chicago, St. Louis, and as far West as San Francisco, that the red meats may be conserved for future use for both our Army and Navy at home and abroad.'

"You are no doubt aware that the holdings of dressed poultry in storage on June 1, 1917, were over 50,000,000 pounds, and is an increase of more than 400 per cent as compared to the holdings at the same period on June 1, last year.

"It is stated that the price of poultry is now considerably below the price of lamb, pork products, and other red meats.

"Will you kindly advise, if the above facts are confirmed and prices are relatively advantageous, if it would be possible to consider the use by the Navy of an additional quantity of poultry."

Permit me to say at the outset that the week which has intervened between the receipt of your letter and the dictation of my answer has not been attributable in any degree to pressure of business. Rather have I delayed on purpose, because I wanted to carefully consider the subject matter and to give you in reply the very best of which I am capable because I have every reason to think that you and your associates are doing your utmost in a patriotic and wholly unselfish manner to promote the best interests of the United States—which being the case, it is at once my duty and my pleasure to cooperate with you to the fullest extent.

Before proceeding to discuss the merits of the case, I shall ask you to please permit me to introduce myself so that you may realize that, however erroneous some of my individual views may prove to be, I am very far from being an inexperienced amateur with respect to the question of subsistence.

My experience commenced in July, 1900, when I reported for duty as supply (and commissary) officer of the battleship *Kearsarge;* the same duties being continued by me for more than two years immediately subsequent thereto on board the battleship *Alabama* to which I was shortly thereafter transferred. From June, 1903, to October, 1906, I served as assistant to the Paymaster General of the Navy; in which position all commissary questions were under my immediate administrative charge. During the cruise of the battleship fleet around the world in 1908 and 1909, I was fleet paymaster (and chief commissary officer) of a force of more than 13,000 men. From 1910 to the end of 1912 I was purchasing pay officer at Philadelphia, where I made a special study of commissary questions; and as a result of said study, I secured the passage of an existing law which put an end to the perpetration of commissary frauds through the medium of balanced bids. From Philadelphia I was transferred once more to duty as fleet paymaster (and chief commissary officer) of the battle fleet where I continued during my entire cruise to study every phase of practical subsistence for the purpose not alone of protecting the financial interests of the United States, but also of securing for the fleet at all times adequate, dependable and wholly satisfactory subsistence. From the fleet I came direct to Washington, where, on the 1st day of July, 1914, I assumed the duties of chief of the Bureau of Supplies and Accounts, one of the most important functions of which is administrative control of the commissary question throughout the naval establishment.

As an evidence that my heart is still in the fleet and that my interest in this most important question is as keen now as it ever was, I would invite your attention to the following Intra-bureau Order 202 issued by me this day:

"Particular attention is invited to the following paragraphs, quoted from Intra-bureau Orders 33 and 52 of 25 September, 1914, and 10 November, 1914, respectively:

"Because adequate and satisfactory subsistence is the very foundation not only of real efficiency, but of discipline itself, there is no class of purchases for the naval service that needs to be more constantly watched than provisions—our men being no "poison squad" but human beings and American citizens for whom we stand in the relation of trustee in so far as relates to the question of food. It is therefore directed that every effort to try on the Navy any experiments or tests of any food product whatever shall be promptly suppressed.

"No provisions will under any circumstances be accepted if there be the least question as to purity or nutritive value—it being constantly borne in mind that doubtful food is bad food and will be treated as such."

"These orders were promulgated in peace time to keep the men contented and in the best possible physical condition against the time when the Navy might be put to the test. That time is now at hand; and it becomes imperatively necessary that the greatest care be exercised by all concerned to the end that food procured for the Navy shall comply in every particular with the very letter of the specifications as determined by rigid and inflexible inspection.

"The Surgeon General of the Navy has repeatedly stated and the people of the United States confidently believe that the American Navy is the best fed body of men in the world.

"The only way to continue to deserve that confidence is to watch every ounce of food that is delivered and to unconditionally reject anything concerning which there could be the least possible question."

Having asked (and, I hope, obtained) your kindly indulgence for the period of the preceding somewhat prolonged introductory paragraph, I am going to ask as a further favor that you please permit me now to depart from the stereotyped style of official correspondence and finish this letter in about the same language that would be used if it were my good fortune to be talking to you face to face.

What is it that the "poultry dealers are coming to the committee" with?

A proposition that the Navy modify its regulations so as to "use part of the large supply and surplus" of their goods "in warehouses in Boston, New York, Buffalo, Chicago, St. Louis, and as far west as San Francisco, that the red meats may be conserved for future use for both the Army and Navy at home and abroad."

Why should the red meats be so carefully conserved when poultry is so plentiful?

Is it not in fact because there is, as you say, something like five times as much poultry in storage now as there was a year ago; and is not this big oversupply on hand because these same poultry dealers have run the price up so high that it was beyond the average man's purchasing power?

Will not this surplus of poultry disappear just as soon as its price gets down anywhere near to what it ought to be; or, stated differently, was it not an expectation of the unearned increment on poultry rather than an overdemand for red meats that caused this very large surplus to accumulate?

In so far as the comparative prices are concerned, I have not been able to find where at the present time poultry is cheaper on the average than red meats. Surely, it is a law of supply and demand that poultry will very soon be very much lower than it is now if there is such a surplus held in storage, because, unless I am misinformed, there is a legal time limit on how long anybody can keep poultry frozen; and, unless I miss my guess, it is much more the time limit than any possible idea of conserving red meats that has caused these poultry people to try to get you to get me to change the Navy Regulations.

As I shall presently endeavor to make plain, I am not prepared to admit that bearing down hard on one kind of meats and easing up on certain others constitutes conservation in fact; but I do say that all our poultry friends need to do is simply to offer their stock for something like the price at which it was held before this surplus began to accumulate and then they will see that the alleged disparity between the visible supply of poultry and red meats will promptly disappear, because the average American citizen can then afford to eat poultry—which, obviously, he can not do now.

If such be not the case, then what little I have read and tried to follow in the way of practical economics was written up side down.

As indicated before, I believe this poultry versus red meat business is all a question of price, not patriotism nor even conservation.

Unless poultry and red meats are entirely interchangeable in their use, then there is nothing for us to talk about. If they are (as I maintain and have always found) but individual items which together go to make up one meat total, then I fail to see where you conserve your supply by simply shifting your daily marketings from one item to another item. I know perfectly well that every time I have been to sea, and all the time I have been in control here in Washington, the so-called red meats and the poultry add up to one common meat total in the Navy, which being a fact, it makes no practical difference whatever whether you eat poultry one day and red meat six days or vice versa. This I also know: You can not possibly save or conserve your product or aggregate supply by simply shifting over from one kind of meat to another kind of meat. It is a mere matter of arithmetic and in its simplicity suggests the old saying that "you can not eat your cake and have it, too."

The foregoing refers to normal conditions; that is to say, where all meats are selling at their normal prices and there is no speculation or hold-up. In the present instance, however, where so much poultry has been held for higher prices, I realize that it is a question of either using this poultry or having it go to waste, and that the quantity of red meats consumed will be decreased proportionately by the quantity of poultry consumed. But the answer to that is to sell the poultry to the general public at its proper market price and the general public will then to that extent ease down on its consumption of red meats until the surplus poultry is exhausted.

If you get everybody in the United States to not eat any kind of meat (including fowl) one day in the week, you will add just one-seventh to the total available supply. If you would go further and get everybody to really be careful about not cooking or serving more than they reasonably need, and then see to it that nothing that can properly be used is thrown away or otherwise wasted, you will find such a saving as will surprise you—far more, I believe, than the present or prospective shortage in anything could possibly call for.

I admit that this suggestion of mine is not based on any concrete figures; but I know, as everybody else knows, that Americans are as wasteful as they are generous—the two qualities, in fact, going hand in hand—and I am willing to stake my professional reputation as an experienced commissary officer that the statement I have made to you is absolutely sound.

In so far as pertains to the possibility of changing the Navy Regulations so as to make a market for the surplus poultry, I certainly will do no such thing—unless, of course, so directed by competent authority. The Navy ration has been established along entirely different lines and can not, in my opinion, be suddenly changed on any such grounds.

Were it not so, however, and were the whole progress of Navy subsistence to be modified from time to time at the suggestion of individual interests, such modification could have but little effect on the market in general for the very good reason that the 200,000 persons enlisted and commissioned in the naval service constitute but a scant one-half of 1 per cent of the total population of the United States.

In connection with the subject matter of your letter and with special reference to the kindred question of conserving vegetables, I think you will be interested to read the following quotation from a memorandum submitted to me (by request) by the officer in the Bureau of Supplies and Accounts who, under my general direction, has immediate charge of the administration of the Commissary Department of the Navy:

"Much is heard these days about the conserving of food and articles are appearing in the various newspapers in which the dehydration method is being urged as a means of conserving fresh vegetables, with particular reference to Irish potatoes.

"If fresh vegetables are being wasted because they spoil before they can be used, it must be because the supply is greatly in excess of the demand, and yet during the past year the price of potatoes rose to above 5 cents a pound, of onions to about 7 cents, and of cabbage to nearly 10 cents. These prices, if they are bona fide and based as they should be upon the law of supply and demand, would indicate that the supply of these vegetables was far below the demand therefor—which being the case, there would appear to be no vegetables of last year's crop left to dehydrate.

"When it is realized that the usual price of the three items of vegetables mentioned is in the neighborhood of 2 cents a pound, it will be seen that were the high prices of last year actually caused by short crops there must be a great increase in the size of the crops this year to bring these prices down to normal and to what the average consumer can afford to pay for them. Conservation of this year's potato crop by dehydration would not, therefore, seem to be necessary; and the only conclusion that can be drawn is that the high prices which prevailed last year were due not to a shortage in the supply, but to the fact that large quantities of vegetables were being held for the sake of obtaining high prices and that the prices were so high that the people in ordinary circumstances could not afford to buy them. Consequently large quantities of these

items were left on the hands of the speculators when this year's crops began to come in, and in order to avoid loss by the deterioration of last year's crop, they now wish to dehydrate the remainder and foist them on the Army and Navy.

"Just why they pick the Army and Navy is not known, as it would seem that, were the dehydrated vegetables all that is claimed for them (by the manufacturers, of course), they would be in such demand by the general public that there would be little left to sell to the Army and Navy.

"In nearly all of the articles that appear regarding dehydration of vegetables, severe criticism is directed at the Government departments, one of the articles which appeared very recently stating that: 'The dehydrators have no organization at Washington, but the bailiwick of the canners is located within speaking distance of the Department of Agriculture. Former high officials of the Department of Agriculture are now in the employ of the canners.' The same article contains the statement that 'Army and Navy officials have gone even a step farther and have actually lied about dehydrated products, notwithstanding the enthusiastic reports concerning the merits of these products which confront them in the hidden files of the War Department.'

"The writer of the article (whose connection with the dehydrators is not stated) goes on to say, however, that 'For two years, up at the Willard Hospital for the Insane, at Willard, N. Y., dehydration has been practiced on an extensive scale'; and that he recently ate dinner in the almshouse at East View, where on the table were placed dehydrated products which had been produced at Willard with the assistance of homemade devices, and which had converted what would have been refuse into the most wholesome, nutritious, and delicious of foodstuffs. All of which goes to show only that lunatics dehydrate vegetables and paupers eat them.

"It is very clear from the insistent demand of the manufacturers of certain dehydrated products, and the lengths to which they have gone to force their products upon the Army and Navy, that they realize that there is not sufficient merit in their products to insure their sale to the general public, and that, therefore, their only hope of obtaining a market is to force them on the Army and Navy. Meanwhile, however, the responsible officials hold, and will continue to hold, the view that anyone who wants to 'try it on the dog' will find that the Army and Navy are not the dogs they are looking for, that the men in the service of the United States are no poison squad, and that the food served to them will be in general of the same variety and of the same or better quality than that which is found in the average home in this country.

"That this is true of the Navy, at least, is shown by the testimony of the Surgeon General, whose duty it is to care for the health and comfort of the enlisted personnel, but who is in no way connected with the purchase or furnishing of subsistence supplies, who stated in a letter to the Paymaster General, written in 1915:

"'The medical officers of our service submit, on the 1st of January of each year, an annual sanitary report containing information on all items bearing on the well-being of the personnel aboard ship, including, of course, observations on subsistence and the general messing system on their respective vessels.

"'It has seemed to me that it would be of interest to you to know the uniformly commendatory character of these observations as regards your department. I will therefore quote, somewhat at length, but by no means fully, from various reports as follows:

"'"The Navy ration as supplied on board this vessel is exceptionally good, and the freedom from complaint by the members of the crew with regard to the quantity and quality of the food is remarkable."

"'"The Navy ration has been of excellent quality and well prepared. The general mess system has been appreciated by the crew."

"'"The feeding of the crew and expeditionary force by the commissary officer was most commendable. Rarely has the medical officer seen men live as well under every condition."

"'"The ration as supplied by the pay department is always of excellent quality and sufficient quantity and is served in a highly acceptable manner."

"'"The food supply, both fresh and dry provisions, received in various ports visited has been of excellent quality, the preparation has been satisfactory and there has always been an abundance served."'"

And again in a letter dated 29 August, 1916:

"I was prompted last year to write you a letter advising you concerning the excellent opinion expressed by the medical officers of our service on the work of your department and on the quality of your ration. I gave you a few samples of the many commendatory paragraphs of this tenor excerpted from annual sanitary reports. The reports of this year have been even more favorable, and I would repeat them here were it not that the repitition might seem monotonous. I can assure you,

however, that no navy in the world is as well fed, as well clothed, its general welfare so thoroughly looked out for as that of the United States; and I am glad to offer you and the entire personnel of your corps my heartiest congratulations for the large share you have had in producing this well-being and its resultant contentment.

"In answer to the argument that we shall need particularly large quantities of potatoes for our forces abroad (and this is the main item in which the dehydrators are interested, owing to the quantities purchased), the following is quoted from a recent official dispatch received from Vice Admiral Sims in London:

"'Do not ship potatoes unless requested. They are readily obtainable in Ireland. Less than United States prices.'

"In February of this year the Paymaster General of the Navy undertook to draft legislation aimed to make it a crime for anybody to hold food on storage unreasonably long.

"But before so doing he had two of his officers take up the matter with an official in another department who was known to be an expert along such lines, who stated that he would not advance any information whatever with regard to the proposition, as he considered that it was basicly wrong—there being no vestige of proof so far as he had been able to ascertain that there was any combination in restraint of trade in so far as food products were concerned. This official went on to say that in most cases nature provided a limit to the length of time that the various commodities could be kept in storage. He cited, for example, the item of potatoes, which were planted only at a certain time, gathered at a certain time, and could be kept only for a certain length of time, and stated that any effort of material importance to hold this stock would result in certain loss. This would seem to be exactly what is the cause of the present efforts to conserve the vegetable supply by dehydration.

"He cited figures to show that the supply of eggs in storage in February of this year was only one-fourth as large as in February of last year, and yet just at this time the papers were full of reports about the large quantities of eggs being held in storage—one man in particular being reported as having an enormous quantity. It would seem quite possible, therefore, that the information upon which his figures were based was incorrect."

In order that the purpose of the proposed food bill referred to in the above quoted memorandum may be perfectly well understood I want to quote verbatim my own memorandum of 24 February, 1917, which I furnished my two officers to whom I assigned the duty of finding a way to lower the unduly high prices of the Navy ration components at that time (which memoradumn was written, of course, before I was talked out of pushing the matter further):

"The Washington Post, 22 February, shows that certain staple articles of food now cost more in the United States than they do in Italy and that the prices of a number of staples are higher here now than they were in 1864, just prior to the close of the Civil War.

"This is a condition for which I think heavy exportation and railroad embargoes and other normal causes do not fully account; so much so, in fact, that I have a hunch that manipulators and speculators are holding back the food supply and penalizing the ultimate consumer, thus working a very real hardship on everybody, but most especially on people who work for a fixed salary and who are therefore in the position of practically being paid with and having to live from a depreciated currency. This hits the Government clerks harder than anybody else.

"To the end, therefore, that we may have a clean showdown and especially that the cost of the Navy ration may not be permitted to jump any higher than may properly be the case in response to the orderly workings of the principle of supply and demand, and in general so that the poor man everywhere may have a chance to come as near living as is possible, it is my purpose to cause to be introduced at the first possible moment an amendment to the general deficiency bill hitting at the men who hold back on the necessities of life waiting for an even more inflated price than they get now.

"If I am mistaken and if there be any real reason for the present enormously high prices of food, then nobody can be done any harm by trying to knock the props out from under the manipulators and speculators. If, on the other hand, somebody is attempting to enrich himself at the expense of the general public, and particularly the working man, then I take it that the mere introduction in Congress of a very drastic and far-reaching penal proposition like the one I have in mind will have such a prompt and far-reaching moral effect that the prices of foodstuffs will drop perceptibly within 24 hours.

"In any event, it seems to me that the situation is a very grave one and that something ought to be done at once."

In general (and, as my learned friend the Judge Advocate General of the Navy would say, "subject to the foregoing remarks"), I am for conservation just as soon as anybody asks as to conserve his product by buying the other man's. Thus far I have not heard of any such proposition coming from any interested party—not even a poultry dealer.

Yours, faithfully,

McGOWAN,
*Paymaster General of the Navy.*

The following prohibition was incorporated in the Naval Instructions as paragraph 4 of Article 2241 upon the recommendation of the Paymaster General:

"No provision requisitions will call for any proprietary article, any food substitute, or any other item on which public competition can not be had."

Mr. BUTLER. What board is this you are on?

Admiral McGOWAN. The food-purchase board.

Mr. BUTLER. I never heard of it.

Admiral McGOWAN. Well, nobody has ever heard much about it, sir. I am its chairman.

Mr. BUTLER. Knowing you as I do, what is the purpose of a Navy board, because your word will go with the board?

Admiral McGOWAN. I hope so, sir.

Mr. BUTLER. Are there some other members on the board?

Admiral McGOWAN. Col. Grove, of the Quartermaster Department, one of the brightest and most earnest men I ever came in contact with; Mr. Scott, of the Federal Trade Commission; and Mr. Thorne who was chief of a division over in Mr. Hoover's office, sir. That is where we meet. Since Mr. Thorne left there are one or two that come to the meetings—Mr. Heyl and Mr. Collins. The secretary of it is Mr. Babcock of the Food Administration. It has been running about three months.

Mr. BUTLER. What is the purpose of it? These men will certainly listen to a man of experience like you.

Admiral McGOWAN. When there is a short supply, when there is not enough for the Army, the Navy, the civil population, and the allies, we sit there in solemn conclave and listen to everybody who has anything to say (if he does not take too long) and then we divide up; we pool everything and divide it up, and we try to arrive at a fair price if we can not get bids. Of course, the Navy is pretty rabid on the subject of competitive bids.

Mr. BUTLER. I know you are, and that is the reason I am surprised that in your very efficient branch of the Navy, or in any branch of the Navy, it would be even necessary to have advisors of that kind.

The CHAIRMAN. It is to prevent the Army bidding against the Navy and the Navy bidding against the Army.

Mr. BUTLER. I think coordination between the Army and Navy is all that is necessary. That is what the public is talking about right now.

Admiral McGOWAN. By the Food Administration law there is a great deal of power given the Food Administrator, and he just kind of farms out this little corner to us, and we run it for him. It does not interfere with the Army or Navy at all. On the contrary, it interferes with other people getting things before we do. The fact is that the Navy, of course, has the first choice (and the Army about the same), and then everybody has got to take what is left. That

is an ideal arrangement, I think, in times of war. So there is no trouble on that board, I assure you, and there is not going to be any.

NOTE.—The following extracts from official record show the origin and functions of the Food Purchase Board:

UNITED STATES FOOD ADMINISTRATION,
*Washington, D. C., November 23, 1917.*

DEAR MR. SECRETARY: I inclose herewith copy of a memorandum which I have drawn up for guidance in the coordination of purchases by the Navy and Army, together with other large buyers of certain commodities. I would be glad indeed if you would consider this and, if you approve it, if you would give the necessary direction as to its administration. It is in fact an advanced definition of what is already in progress, placing it upon a more established basis.

Yours, faithfully,

HERBERT HOOVER.

The SECRETARY OF THE NAVY,
*Washington, D. C.*

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NAVY DEPARTMENT,
*Washington, December 1, 1917.*

Hon. HERBERT HOOVER,
*United States Food Administrator,*
*Washington, D. C.*

MY DEAR MR. HOOVER: I have carefully considered the memorandum, transmitted with your letter of November 23, 1917, in regard to Army and Navy buying of certain commodities.

In pursuance of your request, I have directed the Paymaster General of the Navy to take the necessary action in the premises to effectuate the following program as outlined in your memorandum (changed only in such slight detail as was orally suggested by him and accepted by you this forenoon):

A food purchase board composed of the Chief of Food Administration, Division of Coordination of Purchases (who represent allied and other controlled buying); the Quartermaster General of the Army; the Paymaster General of the Navy; a representative of the Federal Trade Commission.

The food purchase board to settle which commodities are to be placed in the above category of "allocated purchases," the method of negotiation, and principles of purchases.

Each such trade to be brought into conference and negotiation and a plan for dealing with such trade to be agreed by the parties.

When the plan is agreed to the Federal Trade Commission shall determine the costs, as per the direction of the President, and the food purchase board shall recommend a price to the Army or Navy, as the case may be.

The Army and Navy shall each be furnished with a memorandum showing the amount allocated, the manufacturer, and the price, and they shall complete the purchase and attend to all matters of inspection, shipment, and payment. In every case where negotiation and plan are agreed upon, the Army and Navy will not go into the market independently unless delivery fails.

Sincerely,

JOSEPHUS DANIELS.

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FOOD PURCHASE BOARD.

(Minutes of meeting, Dec. 11, 1917.)

Upon the suggestion of the Food Administration, the Secretary of War and the Secretary of the Navy have approved the appointment of the Food Purchase Board to be composed of—

Mr. W. V. S. Thorne, Chief of the Division of Coordination of Purchase of the Food Administration (who represents allied and other controlled buying), or his authorized representative.

Maj. Gen. Henry G. Sharpe, United States Army, Quartermaster General of the Army, or his authorized representative.

Rear Admiral Samuel McGowan, United States Navy, Paymaster General of the Navy, or his authorized representative.

Mr. F. J. Scott, a representative of the Federal Trade Commission.

The Food Purchase Board held its first meeting at 10 a. m., December 11, 1917, in room 219 of the Food Administration building, with Mr. Thorne, Lieut. Col. W. R. Grove representing Gen. Sharpe, Admiral McGowan, and Mr. Scott, present.

Rear Admiral Samuel McGowan, United States Navy, was elected chairman and G. C. Babcock, of the Food Administration, secretary.

The following organization memorandum was adopted:

1. The demand for certain food commodities by the Army and Navy, neutrals, allies, and civil population is greater than the supply of such commodities.

2. One of the fundamental purposes of the Food Administration is to protect the above groups from exorbitant prices.

3. The shortage of supplies and the aggregation of buying in such large units has effectually suspended the law of supply and demand as an effectual regulator of fair prices, and stimulates speculation.

4. The normal purchase of these commodities in such large units under these circumstances by bid and contract is not only impossible in some cases, but in any event raises the general price level of the country and stimulates speculation.

5. It is considered that it is vital to the general welfare that these large purchases in certain commodities shall be made by plans of allocation among sellers at fair and just prices. The efforts of the Federal Trade Commission are to be directed to see that cost statements are not inflated.

6. In order to organize such a program, there has been created—

(*a*) A Food Purchase Board composed of the head of the division of coordination of purchase of the Food Administration (who represents allied and other controlled buying), or his authorized representative; the Quartermaster General of the Army, or his authorized representative; the Paymaster General of the Navy, or his authorized representative; a representative of the Federal Trade Commission.

(*b*) The Food Purchase Board shall settle which commodities are to be placed in the above category of "allocated purchases," the method of negotiation, and principles of purchases.

(*c*) Each such trade shall be brought into conference and negotiation and a plan for dealing with such trade agreed to by the parties.

(*d*) When the plan is agreed to, the Federal Trade Commission shall determine the costs, as per the direction of the President, and the Food Purchase Board shall recommend prices to the Army or Navy, as the case may be.

(*e*) The Army and Navy shall each be furnished with a memorandum showing the amount allocated, the seller, and the price, and each shall complete its own purchases and attend to all matters of inspection, shipment, and payment. Where negotiation and plan as outlined above are agreed upon, neither the Army nor the Navy will go into the market independently unless delivery fails.

It was decided that regular meetings will be held each Tuesday at 10 a. m. in Room 219, Food Administration Building. Special meetings may be called from time to time as the occasion warrants.

Admiral McGowan expressed the opinion that all actions by this board should be by the unanimous approval of the board. He also said:

"Speaking for the Navy, I want everyone to understand before going further that it is the purpose of myself and of the Navy to cooperate to the fullest extent, not only with this board, but with the Food Administration as a whole, and not to have even a semblance of repudiation or criticism of anything anyone has done; to recognize all existing treaties; to work with the Food Administration to the limit. I want my position in this matter clearly understood. As far as I am concerned, we want to supplement in every way, assist and cooperate to the utmost limit—and 'carry on,' as we say in the Navy."

It was decided that advance notice of subjects for consideration at each regular meeting shall be sent to each member prior to the meeting. Requests for consideration of subjects should be in the hands of the secretary early enough to enable him to furnish at each regular meeting covering the subjects for consideration at the following regular meeting.

The subject listed for consideration at the meeting on Tuesday, December 18, was "Canned vegetable requirements for 1918." Estimates of the requirements are to be furnished by the Army and the Navy for the meeting, and the secretary was instructed to ask Mr. Bentley and Mr. Burden, of the canned-foods section of the Food Administration, to be present at this meeting and give the board the benefit of their suggestions as to the best method of handling the canned-vegetable situation for 1918.

It was the sense of the meeting that, if possible, some definite proposition should be submitted by the board to the executive committee of the National Canners' Association, which is to meet in Washington on December 27, looking toward cooperation

with the National Canners' Association in procuring an ample supply of canned vegetables in 1918 at fair and just prices.

The secretary was instructed to arrange for a special meeting of the board with Mr. J. P. Cotton, of the meat division, United States Food Administration, at Mr. Cotton's convenience during his expected visit to Washington the latter part of this week.

The secretary was instructed to attach to his minutes a copy of the President's proclamation of October 8. * * * Also a copy of the Food Administration's letter to the War Trade Board of December 7. * * *

The chairman was requested to prepare the press notice covering the organization of the board. * * *

Mr. HICKS. Is it practically the same thing as the clearance committee that deals with other supplies?

Admiral McGOWAN. With these few items. We have a much wider scope than the clearance committee, although our authority also is purely advisory. Mr. Hoover's man is under him, the Army man is under his superior, and I am under the Secretary of the Navy. We have no independent authority at all. We have only an advisory function, and we confine ourselves to that.

Mr. WILSON. Admiral, do you mean seriously that the Navy has first choice in the matter of foods?

Admiral McGOWAN. Yes, sir; as far as I can bring it about. The Army and Navy, of course, are very close together.

Mr. WILSON. But you said the Navy had first choice and the Army next.

Admiral McGOWAN. Well, I say that as a naval officer. As a member of the food board I amend that and say that the Army and Navy are hyphenated. What I meant was that, as a naval officer, there is nobody that I would consider as being on a parity with the Navy.

Mr. WILSON. But there being Army members on the board that are representing the Army, when you said that in the matter of these foods the Navy took first choice and the Army next and the balance of the world took what is left, I wondered how it was, how that would exist, how the Navy was privileged in the matter of foods?

Admiral McGOWAN. My testimony, as corrected by you, is better than it was in the first place; but, as a matter of fact, the Navy and Army are so close together, I mean the Army officers and the Navy officers, that we never have any trouble. There is plenty for us both. That was just my Navy way of stating that.

Mr. WILSON. I just wanted to understand. Right in that connection, there is no question but what all of your clothing and wearing apparel and every kind of equipment is obtained very much cheaper per man, as you demonstrated the other day, by bringing things in here.

Admiral McGOWAN. We hope that we are getting value received, sir. We know that we have the process which would naturally get reasonable and cheap prices for what we get, because we have public, unrestricted competition.

Mr. WILSON. You had socks at 14 cents, and socks which have gone up to over a dollar a pair to the public you had for 50 cents. In other words, a good many items just about half of what the public pays?

Admiral McGOWAN. Yes, sir.

Mr. WILSON. You expect to get things on the market away below what even the wholesalers would expect to get them at. Now, why

would you pay more than the public pays for things to eat and pay under for things to wear and equipment?

Admiral McGowan. The same principle would apply, sir, for anything, no matter whether they are things to wear or burn.

Mr. Wilson. You believe that is correct?

Admiral McGowan. I know it.

Mr. Wilson. Do you think that California case is correct?

Admiral McGowan. Pardon me, sir, I was answering a different question. I thought you wanted to know whether I thought that principle is correct. I know the principle is correct, but I will gladly look up that individual case and put the results of my investigation in the record; but that will apply not only to food but to clothes, steel, or anything. If it is necessary to pay more, much more, to stimulate production up to the point to satisfy adequately the military demands, there is not any price that I would not recommend or pay in order to secure what we have got to have. The whole thing is that we want to shorten this war, and that is sometimes the way to do it. Unquestionably the principle is sound.

Mr. Wilson. To increase the production, if possible?

Admiral McGowan. If you can increase it by increasing the price. You do not always do it.

The Chairman. Just another thing. Do you make them an increased payment for the article that is delivered, or do you make it in the contract for articles to be delivered in the future, under increased, stimulated production?

Admiral McGowan. Both. We raise the prices in order to stimulate production. That stimulation is not going to function very well on a promissory stimulation.

The Chairman. In other words, if there is a supply of beans, for instance, as an illustration, if you have a supply of beans on hand out of this year's and last year's crop production, and at the same time you are making contracts for delivery necessary in the future, to come out of the 1918 production, say, do you pay the increased prices for the production of 1917 that is already on hand, and at the same time make an increased contract price for the 1918 production?

Admiral McGowan. No, sir; you buy the old crop for what you think the old crop is worth, for a fair and reasonable price, and you pay for the futures——

The Chairman. The stimulated price?

Admiral McGowan. The stimulated price in the future.

The Chairman. I wanted to see if you did anything in the past.

Admiral McGowan. No, sir; it is not retroactive.

Mr. Connelly. Admiral, the matter of the pinto beans, is what you had in mind?

Admiral McGowan. Yes, sir.

Mr. Connelly. I understood you to say now that they were not bought or used at all?

Admiral McGowan. Not in the service, because our men are accustomed to white beans.

Mr. Connelly. What made me ask was that my people in my country raise them to a considerable extent, and they had the impression that they can not sell them directly to the Navy or to the Army, but after they are sold to the dealers, you know and the

jobbers, that then the Army and Navy picks them up. I wanted that made plain.

Admiral McGowan. Yes; I am glad to tell you about that. I am, and I am quite sure that the Quartermaster General of the Army is, very anxious to deal directly with the producer. Section 3722 of the Revised Statutes says that no person shall be accepted as a contractor unless he be a manufacturer or a dealer in the articles which he offers to supply, and not only the letter, but the spirit of that statute shuts out the jobbers, the middlemen, and professional contractors entirely.

Mr. Connelly. Some of our people raise as much as a carload of beans, and they have tried to get in touch with the commissary department of the Army and the Navy.

Admiral McGowan. Yes, sir.

Mr. Connelly. And they have not been successful, and your explanation about it shows why.

Admiral McGowan. Yes, sir. Well, the idea is this, about the farmer, or individual producer of farm products. In the Navy we buy in such large quantities that it is necessary to get from legitimate dealers rather than from individual producers of farm products.

Mr. Connelly. Would not a carload be a sufficient amount to direct the attention?

Admiral McGowan. By no means.

Mr. Connelly. It would not?

Admiral McGowan. No, sir.

Mr. Browning. Where do you get most of your beans?

Admiral McGowan. Michigan, California, western New York.

Pay Director Peoples. Any bean, sir, that will conform to the specifications of what is commercially known as the Navy bean is acceptable.

Mr. Oliver. How do you buy your canned goods, tomatoes, etc.?

Admiral McGowan. We buy them from the packers and from the wholesale grocers and dealers.

Mr. Oliver. What kind of inspection, Admiral, are you able to subject goods of that kind to?

Admiral McGowan. They are inspected during the packing, and they are also inspected upon final delivery.

Mr. Oliver. You have them inspected during the packing?

Admiral McGowan. Yes, sir.

Pay Director Peoples. In the case of tomatoes they are not inspected during the canning. They are examined at the time of delivery. There are certain articles of provisions that are inspected during the time of packing, tinned butter, for example. The Navy makes an arrangement with the Bureau of Animal Industry of the Department of Agriculture to send its inspectors right out to the creameries that are putting up tinned butter, who inspect the processes of churning the butter, and the sealing of the packages, and the shipping of the butter to the cold-storage warehouse. It is all under Government supervision.

Mr. Oliver. What would have to be the extent of one's packing facilities in order to submit bids to the Navy on canned goods?

Pay Director Peoples. Tinned butter, for example?

Mr. Oliver. No; I am speaking of fruits.

Pay Director PEOPLES. Anyone who is a regular dealer, sir, or packer, in provisions of any kind, has the opportunity to submit bids direct to the Navy Department.

Admiral McGOWAN. I answered your question wrong, sir, a while ago about inspecting tomatoes when they are being packed. I was thinking about meat food products. The question came up in the food board about some of our contractors objecting to the double inspection; and I told them that, if they did not like the double inspection, I would give them a triple inspection and, if they could find out anywhere else where I could give it another inspection, I would do it. In other words, we are always in the direction of more rigidity and no relaxation.

Mr. OLIVER. I find in certain sections of the South they are now putting in large canning facilities, and the thought occurred to me whether, if they could submit acceptable bids to the Navy, you would send representatives to inspect the canning while it was going on?

Admiral McGOWAN. We could send somebody to inspect the plant. That would be all that would be necessary, and then inspect the finished product when it is delivered.

Mr. BRITTEN. How carefully do you inspect butter in order to ascertain whether it is tubercular or not?

Pay Director PEOPLES. The specifications of the Bureau of Animal Industry, in the first place, require that the butter shall be made from pasteurized cream or milk, and they have full instructions to investigate the various herds and localities in the vicinity of the creamery. Now, whether they actually cover each and every herd in each creamery or not I do not know, sir.

Mr. BRITTEN. But all of the butter is made from pasteurized milk?

Pay Director PEOPLES. All of the butter is made from pasteurized milk.

Mr. BRITTEN. Irrespective of whether the Government inspects it or not?

Pay Director PEOPLES. Yes, sir; although the inspector has full authority.

Mr. BRITTEN. You do not inspect the butter, but you inspect the herd?

Pay Director PEOPLES. No, sir; they inspect the cream, and how it is churned, the sterilization of the cans, and the sealing of the cans.

Mr. BRITTEN. Tubercular trouble, or anything of that kind, you prevent that by putting it through a process that prevents that, without any inspection afterwards?

Pay Director PEOPLES. Yes, sir; it is supposed to. The pasteurization of the cream is supposed to prevent tuberculosis infection in the butter.

The CHAIRMAN. You ask for an increase from a little under $42,000,000 to a little above $64,000,000. The reason for that is based upon the estimated increase in the personnel and the activities of the Navy?

Admiral McGOWAN. And the cost.

The CHAIRMAN. And the cost.

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. Now, I wanted to ask if you would put in your hearing the unit cost of your estimate there, on the increase of the

Navy. You are asking, say, for 60,000, and this is based upon an increase of 60,000?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. If we should give less than 60,000, that would be the reduction per unit, and if we give more than 60,000, what would be the added amount? I want to get the unit.

Admiral McGOWAN. Yes, sir; we will do that for all the appropriations. With your permission, we will have it stated on the basis of 1,000 as a unit.

The CHAIRMAN. That is what I want to know, and then stated on the basis of 60,000, so that that can be either added to or subtracted from.

Admiral McGOWAN. You understand that 30,000 is only calculated for a half year, all the way through, and 60,000 for the year.

The CHAIRMAN. You put that in a memorandum, stating that in making a reduction or addition you would add or deduct so much per thousand?

Admiral McGOWAN. Yes, sir.

*Provisions, Navy.*

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|---|---|
| Appropriated— | |
| 1917–18 | $41,847,892.70 |
| 1917–1919 | 10,144,943.40 |
| Total appropriation | 51,992,836.10 |
| Obligations | 43,734,745.02 |
| Available | 8,258,091.08 |
| Estimate, 1919 | 64,485,353.00 |

DETAIL OF 1919 ESTIMATE.

172,000 men, Regular Navy, July 1, 1918.
30,000 men (estimated 60,000 will be enlisted during year).
16,615 men, National Naval Volunteers.
10,000 men, apprentice seamen.
3,000 men, Marine Corps, afloat.
7,000 men, Hospital Corps, July 1, 1918.
1,505 men (estimated 3,010 Hospital Corps men will be enlisted during year).

| | |
|---|---|
| 240,190 men, 365 days, at 50 cents per ration | 43,834,675.00 |
| 418 warrant officers. | |
| 1,800 midshipmen. | |
| 2,218 officers entitled to rations, at 40 cents per day | 323,828.00 |
| 1,800 general court-martial prisoners, at 30 cents per day | 197,100.00 |
| 30,000 men, Naval Reserve Force, at $1.25 | 13,687,500.00 |
| 20,000 men, Naval Reserve Force, at 75 cents | 5,475,000.00 |
| 1,000 members Nurse Corps (female), at 40 cents per day | 146,000.00 |
| Difference between 50 cents and amount paid for subsistence of 1,500 men on detached duty (rate used for 1,500 men, $2) | 821,250.00 |
| Total | 64,485,353.00 |

NOTE.—The above estimates do not include any estimate for the proposed merchant fleet now building. If this fleet is to be manned by the Navy it is estimated that 80,000 additional men will have to be enrolled, and for one year will require an additional $14,600,000, or $182,500 per 1,000 men.

Mr. KELLEY. I wanted to inquire whether this was the proper place to take up a general line of questions relating to the method of purchasing supplies for the Navy.

The CHAIRMAN. Yes, sir; this is under "Provisions for the Navy."

Mr. KELLEY. Now, Admiral, you spoke of being a member of a food board; is that board under the Council of National Defense?

Admiral McGOWAN. It is not.

Mr. KELLEY. Who organized that board?

Admiral McGOWAN. This board was gotten together at the request of Mr. Hoover, the Food Administrator, with the consent of the Secretary of War and the Secretary of the Navy. It is to take away from Mr. Hoover some of the irksome details of his very intensive job.

Mr. KELLEY. Is it for purely military purposes, or is it for the general administration of the food department?

Admiral McGOWAN. It is supposed to have advisory jurisdiction over all controlled articles of food.

Pay Director PEOPLES. The necessity for the food purchase board comes in in this way, sir. We find, or this country finds itself called upon to supply to a large extent the allied Governments and the peoples of the allied nations, which throws an unusual tax on the crops and resources of this country. The laws of supply and demand with respect to may of the staple articles of food has become disjointed. It is necessary to know, out of a given pack of any article, how much of that pack will be required by the Army, by the Navy, and by the allies.

Mr. KELLEY. You mean by the armies of the allies?

Pay Director PEOPLES. By the armies for military purposes, purely, and then arrangements are made through this board, the food purchase board, to ascertain all those various factors, and then to call conferences, or to say to the trade that out of a total pack of a certain article of produce a certain percentage will be needed, 18 per cent, for example, of the total pack of tinned tomatoes, and the remainder is left to be disposed of commercially, as the individual packers may wish to.

Mr. KELLEY. Then, Mr. Hoover issues his general directions as to the consumption of the balance in the country?

Pay Director PEOPLES. Yes, sir.

Admiral McGOWAN. This board, sir, was organized on Mr. Hoover's initiative (or, rather, on his request and my initiative) to take part of the burden off of Mr. Hoover's shoulders. It is to help Mr. Hoover by cooperation between fairly intelligent people who prefer cooperation to coordination.

Mr. KELLEY. You would pass upon the question of flour, for instance, and wheat?

Admiral McGOWAN. Yes, sir.

Mr. KELLEY. Upon how much you need, how much the Army would need, and what the allied armies would need?

Admiral McGOWAN. Yes, sir; we pool our needs and put them first.

Mr. KELLEY. Then, Mr. Hoover knows how much wheat there is for general consumption in the United States, and for export to the civilian populations abroad?

Admiral McGOWAN. Yes, sir.

Mr. KELLEY. And he makes his recommendations accordingly?

Admiral McGOWAN. Yes, sir.

Mr. KELLEY. That is the purpose of this board?

Admiral McGOWAN. That is the purpose of this board, and particularly to gather in conference, in advance, the responsible officers of the Army and the Navy.

Mr. KELLEY. Who represents the Army on this board?

Admiral McGOWAN. Col. Grove, of the Quartermaster Department.

Mr. KELLEY. Just what are his duties in the Quartermaster Department?

Admiral McGOWAN. Technically the Quartermaster General of the Army is a member.

Mr. KELLEY. That would be Gen. Goethals now?

Admiral McGOWAN. Yes.

Mr. KELLEY. Is he acting on this board?

Admiral McGOWAN. No, sir. Col. Grove has attended every meeting of the board, representing the Quartermaster General both during Gen. Sharpe's time and Gen. Goethal's time.

Mr. KELLEY. How often do you meet?

Admiral McGOWAN. Every Tuesday at 10 a. m.

Mr. KELLEY. Is that a sufficient time for so great a proposition as that?

Admiral McGOWAN. Yes, sir; the preparatory or preliminary work is done in between times, and we simply bring questions up for formal approval or modification or disapproval at these meetings.

Mr. KELLEY. Who are the civilians on the board?

Admiral McGOWAN. Mr. Scott——

Mr. KELLEY. I do not mean so much the names, but what their qualifications are.

Admiral McGOWAN. The chief of the division of coordination of purchases of the Food Administration is a member.

Mr. TALBOTT. Is he not connected with the Shipping Board, too?

Admiral McGOWAN. No, sir. And a representative of the Federal Trade Commission.

Mr. KELLEY. What is Mr. Thorne's business?

Admiral McGOWAN. Mr. Thorne of the Food Administration?

Mr. KELLEY. No.

Admiral McGOWAN. Mr. Scott of the Federal Trade Board?

Mr. KELLEY. You were speaking of some man on this board named Mr. Scott.

Admiral McGOWAN. Mr. Scott represents the Federal Trade Commission. He brings all kinds of statistics, and the results of investigations as to the cost upon which prices are to be based.

Mr. KELLEY. What is his business?

Admiral McGOWAN. I do not know what he did, sir, before he went there, but he is a very smart, competent, young gentleman.

Mr. KELLEY. He is in the permanent employ of the Government?

Admiral McGOWAN. Yes, sir.

Mr. KELLEY. Is he one of these dollar-a-year men?

Admiral McGOWAN. If they give him only a dollar a year he is getting cheated. He is a very bright, intelligent fellow.

Mr. KELLEY. Are all the members on this board Government employees?

Admiral McGowan. The Division of Coordination of Purchases of the Food Administration is made up partly of paid employees and partly of volunteers. I do not know which are which.

Mr. Kelley. How many members are there on the board?

Admiral McGowan. Four.

Mr. Kelley. Now, of those four, are they all officers or employees of the Government?

Admiral McGowan. One officer of the Army, one officer of the Navy, the Food Administration, and the Federal Trade Commission.

Mr. Kelley. All officers or employees of the Government?

Admiral McGowan. Yes, sir.

Mr. Kelley. And then the help back of them, that part of it is civilian?

Admiral McGowan. The clerks are civilian clerks in the Food Administration. We use their machinery there.

Mr. Kelley. And some of the expert advice is given by prominent business men of the country?

Admiral McGowan. Yes, sir.

Mr. Kelley. And that service is donated?

Admiral McGowan. Oh, yes, sir, they are sent for. The president of the packers' association, the presidents of the various associations come when they are called.

Mr. Kelley. They come before your board?

Admiral McGowan. Yes, sir.

Mr. Kelley. And you get this information first hand?

Admiral McGowan. We hope we are getting it first hand; yes, sir.

Mr. Kelley. Now, so far as this particular board is concerned, then, it is intended for the assistance, or largely for the assistance of Mr. Hoover, in making his general regulations concerning the food supply of the country.

Admiral McGowan. Yes, sir, in a way.

Mr. Kelley. Incidentally it is to assist the Army and Navy?

Admiral McGowan. Yes, sir, to get us close together and to secure teamwork through personal cooperation.

The Chairman. It is to adapt the food supply of the country to the needs of the Army and the Navy, is it not?

Admiral McGowan. Yes, sir.

Mr. Kelley. There has been a good deal of discussion lately, Admiral, about creating a single department or bureau to make all the purchases of munitions and supplies of all kinds for the Army and the Navy, instead of having purchases made, as now, by your bureau in the Navy, and several bureaus in the Army. Of course, you have given your scheme or plan a good deal of attention, no doubt?

Admiral McGowan. Yes, sir.

Mr. Kelley. I wish you would, in a general statement, give the committee your opinion of the value, if there is any, of such a change, or your opinion of making a change of that kind?

Admiral McGowan. Sir, my opinion about anything outside of the Navy service is worth little because I am so prejudiced in favor of the Navy, so saturated, I hope, with the Navy spirit, that my vision is not even so good as my sight, the minute you get away from the Navy.

Mr. KELLEY. Well, if there was a plan advanced which would improve the general situation for both the Army and the Navy, the simple fact that you were the purchasing agent for the Navy would not stand in the way of adopting it, would it?

Admiral McGOWAN. I would not permit my personal fortunes to interfere with my judgment, I am sure; but the Navy's supply system is giving satisfaction. We know it because the fleet has repeatedly so stated. The supply headquarters of the Navy is only a headquarters; it is only the fleet's office on shore. If it departs one iota from that, its function is completely destroyed and its usefulness ended. Such being the case, I greatly regret to see any change seriously discussed or even contemplated whereby the Navy might by any possibility lose the immediate and exclusive control of its own supply system.

With respect to the Army, I think it will be found that before we are through the Army is very much more efficient, even in its headquarters' activities, than a great many people think. We are all human—I know I am—and we all make mistakes. The only mistakes we are really blamable for are the mistakes that we repeat or persist in after we know them to be such. I could not possibly look on and see the Navy's supply system interfered with by elaboration, absorption, consolidation, or any other change whatever without making the most earnest effort to prevent it. I do not believe that Congress would crush out an existing and going concern that has proved its right to live. If improvement is needed in the Army (though I am not personally aware that it is, it being no business of mine to inquire into my brother officers' affairs), if possibly some of their systems and plans are not quite so effective as the ideal, and if they see fit to permit us to be of any service to them, it need not disrupt the Navy for the Army to simply consider adopting what is good in the Navy and what the Navy has long tried out with success.

The Navy supply system was more than a success long before I came to Washington. It is not McGowan at all. It is an idea. It is the plain, simple process of knowing in advance, well in advance, what you want and getting it in a sane, sensible way, over the counter, like any other business man would do. It is business, with no frills or furbelows, to get the lowest market price for the things that are reasonably needed and then to ship them just as any other prudent man would. It is not by any means my system; it is not even the Navy's system; it is just applied common sense. I say that confidently, for the reason that the fleet officers who are going to sea and risking their lives say so; and, when the fleet has spoken, the last word is said on that particular subject. If it works well for one department that has had competition, unrestricted competition, by means of a centralized authority and centralized responsibility—if it works well for one—I think in reason it ought to work well for another.

Mr. KELLEY. Suppose, Admiral, a bureau were created independent of the Army and the Navy and patterned after your bureau, why could not that bureau purchase for both the Army and the Navy efficiently?

Admiral McGOWAN. It could, and yet, in my judgment, there are two reasons why that would not be advisable. The first is that I assume that that would contemplate having the Navy's purchase system actually and physically change hands?

Mr. KELLEY. Well, it would probably pass over into this new bureau.

Admiral McGOWAN. I hope that will be after I am dead.

Taking what to us would seem to be the most favorable possibility, if even by the accident of fortune it should be decided to build on to the existing supply division of the Bureau of Supplies and Accounts without changing it, there are any one of three or four people who could conduct it perfectly as an independent purchasing agency—not for the Army, not for the Navy, but for each and both—but, in my judgment, that would not be the ideal system because the purchase function, sir, is only one of three steps in the supply program. The first step is to make known the need; the second step is to make the purchases to supply that need and deliver the articles purchased; the third step is the forwarding and distributing of those supplies. Now, not because it is the Army but just because human nature is human nature, if you had one office (say the Bureau of Supplies and Accounts) doing this combining and consolidating of the purchasing, there would be the requisitioning section, I will not say in hostile hands, but in different hands, and then the distribution would also be in different hands, thus leaving the purchase sandwiched in between two not overenthusiastic other thirds. That is the way men grow. I do not say they would not cooperate, but I do say it could not in reason be expected to secure the greatest cooperation; and for that reason I very much hope, regardless of any possible advantage it might bring to me, or any advancement to me or any of my officers, I sincerely hope that no such consolidation will be made.

Mr. KELLEY. How long would it take, Admiral, to set up a purchasing department and get it in good working order under the most efficient man, which supply both the Army and the Navy? Suppose right now you were designated to organize a department to supply the Army and the Navy, how long would it take you to get that efficiently organized, and get your men all picked out?

Admiral McGOWAN. Theoretically, 24 hours; actually, between three and six months.

Mr. KELLEY. Why would it take so long?

Admiral McGOWAN. Because there would be a multitude of details to be worked out; and, while the Navy supply system and purchasing system has expanded, for instance, from 31 people on the 1st of January to fifty-odd in April, and 216 to-day, why, it has expanded along known lines, well planned out, not only last year but several years ago.

Mr. KELLEY. You have taken on these extra men as they were needed and carefully picked them out?

Admiral McGOWAN. It has gradually grown by accretion, with no violent change at any one time. They have just drifted in like the snow.

Mr. KELLEY. If you did build a much larger system entirely from the bottom, would you have necessarily some misfits in your department?

Admiral McGOWAN. Unquestionably.

Mr. KELLEY. It would reduce the efficiency of the whole?

Admiral McGOWAN. It would reduce the speed. It would be a sudden, violent change and it would go contrary to the most fundamental principles of human nature. Now, of course, we all

want to win this war; the Army wants it and the Navy wants it, and we want to shorten it and we are going to shorten it just as much as we can; but any violent change, any sudden, unusual change, would necessarily make for confusion until that change was accomplished.

Mr. KELLEY. That would take from three to six months?

Admiral McGOWAN. I had not thought along that line, sir. I have resisted that idea all the time. I never gave it any particular calculation; but I should say that to make a good job of it would take not less than three months, possibly six.

Mr. KELLEY. Now, the complaint, of course, is, when there is any complaint at all——

Mr. VENABLE. You said a while ago that your work of supply was divided into three activities—ascertaining the needs, creating the supply, and then distributing it?

Admiral McGOWAN. Yes, sir.

Mr. VENABLE. Assuming that the matter of purchase was comparatively simple, if you were called upon to take over both the Army and Navy purchases, and your men under you were called upon to do that, would not that necessarily involve considerable delay, while you yourself, or any man under you, might acquaint himself with the needs, for instance, of the Army, with which you are not particularly familiar, the methods of distribution, the facilities for distribution, and the promptness of distribution?

Admiral McGOWAN. No, sir.

Mr. VENABLE. It would not?

Admiral McGOWAN. The answer to that is in the negative, because the purchasing function is separate and distinct from the filing of a requisition, the requisition being made by the needing authority, and every requisition must show, and does in the Navy, show when and where delivery is to be made, and the quality, quantity, kind, and description of what is needed. The purchasing function, I want to say, is automatic or mechanical; or the nearer so it becomes the nearer perfect it is.

Mr. VENABLE. You stated before the committee when you were before us before, I believe the subcommittee, that your own office was conducted on requisition?

Admiral McGOWAN. Yes, sir.

Mr. VENABLE. But, as a practical fact, we have it reported in the Army, which is doing things along the same lines, that the requisitions have been greater than the possible supply, and there a question of proportioning the supplies to the various stations, irrespective of the requisitions.

Admiral McGOWAN. That is correct, sir.

Mr. VENABLE. Well, that, in itself, would present a problem involving delay, taking things as they exist now?

Admiral McGOWAN. Yes, sir, unquestionably; and it presents a problem in the Navy, a constant problem.

Mr. VENABLE. The point I am trying to bring out is this. Is it your judgment that the two departments that now buy for the Army and the Navy, familiar as they are with conditions as they exist, with their existing machinery, are better able to more efficiently supply the Navy and the Army than would a new organization, however much ability the members might have, that are unfamiliar with it?

Admiral McGowan. Absolutely. That is to say, I believe in centralization because it is sensible and it produces results; but I believe there is such a thing as overconsolidation, where the law of diminishing returns begins to work. There is such a thing as overconsolidation, in my judgment, for several reasons—not the least of which is human nature. If you consolidate the Navy purchasing with the Army purchasing in one man's hands, even under the most favorable circumstances to the Navy, you would necessarily slow down the Navy at least a little, and you would not accelerate the Army purchases so much as they might be accelerated by a simpler and more preferable process, which I will outline if you wish me to.

Mr. Kelley. Is there any one man in the Army occupying the same relative position to the Army that you occupy to the Navy?

Admiral McGowan. No, sir.

Mr. Kelley. Would it be a difficult thing to establish in the Army a bureau similar to yours, where all these purchases could be brought together for the Army?

Mr. Wilson. Why not let him describe it. He just said he could give that.

Admiral McGowan. I think there is nothing that the Army can not do if you will just give them a chance and a little time.

Mr. Kelley. I know the Admiral may have a little hesitation about discussing the Army here; but I think in an executive session you can go right ahead.

Admiral McGowan. It would be impossible for me to say anything about the Army that I would not be perfectly willing to discuss in public.

Mr. Kelley. There seems to be the general opinion—I do not know whether it is well founded or not—that purchasing in the Army is too scattered. I would like you to state your opinion about that, and what would be the remedy.

Mr. Browning. You just asked him a question whether there was some one in the Army——

Mr. Kelley. He said there was not anybody.

Mr. Browning. Does not the Quartermaster General practically correspond to you?

Admiral McGowan. No, sir; his duties are quite different.

Mr. Browning. He does not?

Admiral McGowan. The Quartermaster General has cognizance of the requisitioning, purchase, handling, distribution and use of what were called quartermaster stores; that is, he was the paymaster general, who handled the money, and the commissary general and the quartermaster general, looking out for bridles, harness, teams, transportation, and a number of other incidental expenses.

The Quartermaster General's office (or department as they call it in the Army) was a supply department in the three particulars that I mentioned; that is, it was a bureau, or department of purchase for itself, not for others. If I am correctly informed, the Ordnance Department was the same; it was a purchasing bureau and a supply bureau; the Engineers very much the same; the Signal Corps very much the same, and I think the Medical Department. I think not all of the stock purchases for the Army were made from Washington; that is to say, there were purchasing officers in Denver, Chicago, Philadelphia, New York, and so on; just how many I do not know;

the difference between that and the Navy local purchasing officers being that in the Navy our local purchasing officer makes emergency purchases only. We do not make stock purchases in large amounts or big quantities, amounting to large amounts of money, except from Washington. The supply activities of the Navy are centered almost completely in one bureau, and the number of activities of all large quantities are centered in headquarters, namely, in the Bureau of Supplies and Accounts in Washington.

For instance, three years ago the purchase of supplies in my office amounted to $19,000,000, the next year to $28,000,000, and the next year $60,000,000, and this year it will be between $500,000,000 and $600,000,000. As goes the increase of the Navy, so goes the increase of the work of the Bureau of Supplies and Accounts.

Now, it may be coincidence, it may be cause and effect; but it is a fact that the Navy supply system is giving satisfaction. Admiral Mayo says so, Admiral Sims says so, Admiral Browning, of the British Navy, says so, Capt. Hughes says so. All of the fleet say so. They do not hesitate to say otherwise if everything is not just right. These flag officers (including the best minds in the Navy, including the Chief of Naval Operations, the General Board, all of them big men that not only know how to fight but know also how to think) say that our system is absolutely right. But it is not my system, it is not even the Navy system, it is just ordinary horse sense. Now, the answer is, I think, contained in the last word; and, if it is just common horse sense, we have no proprietary rights to it. While nothing is further from my thoughts than having the least idea of gratuitously suggesting to the Army, I am quite sure that, if at their own discretion they would care to look into our plan and adopt it and call it the Army plan or anything they please, they might find that possibly it would be even better than their own. If that is a fact, it would give me the greatest pleasure in the world to do anything in my power to aid them if they asked me.

Mr. WILSON. What is the system now? You have stated what it has been. Will you state what it is now, since this reorganization, if you know?

Admiral McGOWAN. I have heard that Col. Pierce has been given special orders as director of purchases, with general supervision over these different purchasing bureaus or departments. I do not recall the exact words of the orders—he sent me a copy of them and was kind enough to ask me, by the way, for a copy of our organization chart of the Bureau of Supplies and Accounts, which I sent him and with it offered to do anything within my power for him—but as far as I recall, his duties are supervisory rather than administrative and he represents the General Staff, the Chief of Staff, and, of course, the armies in the field, and he does not immediately administer or execute the system or any part of it himself.

Mr. KELLEY. Only when something goes wrong, he steps in to correct it; is that the idea?

Admiral McGOWAN. I believe so; yes, sir.

Pay Director PEOPLES. I understand, sir, that the creation of this new office or director of Army purchases has not yet developed sufficiently to determine exactly how far the authority of the director will extend, in so far as the carrying out of the details of purchase is concerned. We understand in a general way that he is to be a chief coordinator

or supervisor over the purchasing to be done by the various supply divisions of the Army.

Mr. WILSON. Who is he?

Pay Director PEOPLES. Col. Pierce, or brigadier general, I believe he is now.

Admiral McGOWAN. When everybody gets tired of finding fault with everybody else, reorganization is going to be effected that will produce results, and we are going to win this war.

Mr. KELLEY. Your judgment is that the head of the purchasing division in the War Department should be an administrative officer instead of being a supervisory officer? That would be your suggestion, if it were proper to make any suggestion at all?

Admiral McGOWAN. If they were to send for me and ask for my advice, I think my answer would be along those lines.

Mr. KELLEY. If there was in the War Department an official with substantially the same powers as you have in the Navy, could you together coordinate the purchases, determine priority of orders, and priority of shipments, and everything of that kind, to the improvement of both services?

Admiral McGOWAN. Without the slightest difficulty whatever.

Mr. BRITTEN. How would you improve the Navy service?

Admiral McGOWAN. By looking an officer in the face whose interests were parallel with and more or less overlapping mine when it comes to questions of priority. If, in its discretion, the War Department should see fit to centralize its purchasing, it ought to be the easiest thing in the world to parallel our organizations, beginning at the bottom with, well, for example, we will say, the cotton textile section, the steel section, the provision section, etc. If there were in the Army, we will say, a steel section, with an officer in charge, and my officer in charge worked with this Army officer, it would be, in my opinion, advisable to associate with these officer section chiefs a high grade representative of the steel industry from the outside for the purpose of advice solely. These three could readily settle all questions of cost, price, and priority, and determine whether this particular item on which they were discussing at the moment was what we call a controlled article, or whether the laws of supply and demand were operating in a normal way in regard to that article, determine upon who needed it most and who would get it first, and all of the details necessary not only to the form of purchase, but the consideration to be paid most particularly to the question of who needed the most and the settling of priority. If these two organizations were parallel, each with the other, such a group or board or committee of three, one representing the Army, one representing the Navy, and one representing the trade, to stimulate production and to do the whole work that needed to be done in regard to that article article in an advisory way, it would seldom or never be that these three would fail to be unanimous.

If they had no independent authority but reported to their immediate chiefs, then if these immediate chiefs would care to mate themselves with another high-grade civilian, under the Treasury Department, we will say, representing the purchases of the allies, a kind of superboard over these committees, over these individuals, or small committees, anything that these little committees did not settle this big committee unquestionably would. If questions of

priority were not immediately settled, either at the bottom or at the top, then a military priority commission, composed of one representative of the Chief of Staff of the Army, one of the chief supply officers in the Army, one of the Chief of Naval Operations of the Navy and one of the Paymaster General of the Navy, and we will say one Shipping Board member as the fifth, representing the civilian side, that high priority commission could not only consider and determine all unsettled questions but also incidentally could do so with the minimum of delay; and I believe that something like that, if the Army should see fit to consider it—I know it could work and I know it would work. It is a question of whether it would be acceptable. It certainly will not be gratuitously offered by me; but I have been thinking a good deal along these lines, for I have been told by a number of gentlemen whose opinion is valued highly by myself that possibly mine might be of some use to them. That is the reason why I have been going as thoroughly into the subject as I have.

Mr. KELLEY of Michigan. In order to bring the various departments that are making purchases together I suppose these various schemes of councils have been brought in, like the advisory council to the Council of National Defense. I wish you would state whether or not you can make use of these various subcommittees of the Council of National Defense to bring about the general situation that would result if you had two systems that were comparatively parallel, the one in the Army and the other in the Navy?

Admiral McGOWAN. I have met a great many gentlemen connected with the present extraadministrative machinery who might well be commissioned in the Army and in the Navy in order that their services might be utilized in administrative and executive ways, with a rank not above lieutenant commander or major. I am sure that, if any such commodity section organization as I have outlined were organized, there would be a number of gentlemen now connected with such boards now in Washington that would be of great use in the several trades in which they are most expert. In each of these matters I am sure that the gentlemen in each one of the present organizations might be and could be directly drawn upon.

Mr. HICKS. For the purpose of confirming my understanding of the operations of the Department of Supplies and Accounts in its relationship to other bureaus of the Navy, I desire to ask some questions.

As I understand it, the Ordnance Department buys by direct purchase armor plate, shells, and large forgings, and that for small arms and ammunition, when such is intended for the Regular Establishment, they make a requisition upon the Army, which is forwarded through you. That the Marine Corps, for small arms and ammunition, makes requisition direct on the Army Department?

Admiral McGOWAN. Yes; that is correct.

Mr. HICKS. That practically everything else, such as small forgings, cotton duck, T. N. T., and, in fact, all explosives are purchased through Supplies and Accounts, after the approval of the clearance committee of the War Industries Board and clearance granted thereon?

Admiral McGOWAN. That is correct.

Mr. HICKS. That in the Department of Yards and Docks, while they contract for the construction, the materials, when it is Government work, are purchased by Supplies and Accounts?

Admiral McGOWAN. That is correct.

Mr. HICKS. That this clearance committee is composed of representatives of the several war-purchasing agencies of the Government, numbering, all told, 16 members, which passes upon the purchase of material. That this clearance is necessary either because of a shortage which exists or is probable on certain items or because prices have been arranged on others, and the allocation of the various items is necessary through a central agency to obtain adequate production or to receive the benefit of such prices as have been arranged or fixed?

Admiral McGOWAN. That is in accordance with the actual operation of the War Industries Board.

Mr. HICKS. Let me ask you what is meant by the statement "because prices have been arranged on others"?

Pay Director PEOPLES. Requisitions originating in the Army and the Navy are cleared through the clearance committee on those articles on which the sources of supply are limited or on which the price had been fixed. As I take it, the question pertains to the material on which prices had been fixed.

Mr. HICKS. That is correct.

Pay Director PEOPLES. There are certain raw materials the prices for which, upon the recommendation of the War Industries Board, have been fixed by the President. Steel, for example. And on requisitions for steel they are cleared through the clearance committee in order that the quantity called for by the requisition may be allocated to the various steel mills located in the country. Copper the same way. Portland cement the same way.

Mr. HICKS. I understand that clearance only relates to orders in quantity, which point, when question arises, is determined by the department's representative on the committee?

Pay Director PEOPLES. That is right.

Mr. HICKS. Does that mean, then, that each department can practically nullify the purpose of the committee by bringing up the question of quantity?

Admiral McGOWAN. That is, the clearance committee?

Mr. HICKS. The clearance committee.

Admiral McGOWAN. In the event the clearance committee decides that the Navy, for example, should not purchase at the time some one article which is on the clearance list, the Navy would then take that matter up through the priority board and have the matter settled there. After presentation of the facts as viewed by the Navy and also the facts as viewed by the Army or by the Shipping Board, or whatever other element might come into the transaction.

The CHAIRMAN. I understood you have reference to quantity. The amount that is to be gotten, the ultimate decision rests with the department itself?

Pay Director PEOPLES. It must; yes, sir.

Mr. HICKS. In other words, the clearance committee can't say we will cut your quantity that you desire to buy in half; that might cripple the department altogether?

Admiral McGowan. The authority finally rests where the responsibility is—with the Secretary of the Navy. There is no question about that, and we have never deviated one iota from it.

Mr. Hicks. I understand that the priority board, composed of 10 members, exclusive of secretaries, passes upon all requisitions for the Navy, Army, and Marine Corps whenever there is a shortage of supply?

Admiral McGowan. They are not needed unless there is a shortage.

Mr. Hicks. As I understand it, the clearance committee prevents competitive buying when such buying, owing to shortage of supply, might unduly enhance the price, and the priority committee decides where the need is most urgent.

Admiral McGowan. It is to prevent the wrong one from getting it first. Its functions are advisory in the last analysis.

Mr. Hicks. Is this clearance committee operating satisfactorily in preventing one department from securing supplies at the expense of another?

Admiral McGowan. Yes; I should say so, generally speaking.

Mr. Hicks. That priority board is operating now all the time, isn't it?

Admiral McGowan. Yes, sir.

Mr. Butler. Mr. Chairman, I want to ask Admiral McGowan just a question. Isn't this pretty simple: the Secretary of the Navy is responsible for the conduct of this department?

Admiral McGowan. He is.

Mr. Butler. Suppose a cannon is wanted, the Chief of Ordnance, by law, is authorized to make an estimate for the cost of the cannon he wants. He doesn't consult you. The Chief of Ordnance doesn't consult you?

Admiral McGowan. No, sir.

Mr. Butler. He comes to Congress and asks for an appropriation after the Secretary of the Navy has approved the estimate. An appropriation is made. He then determines the cost of the cannon he wants. He hasn't yet consulted you?

Admiral McGowan. No, sir.

Mr. Butler. He then submits a bid for the cannon. He doesn't consult you at that time, does he?

Admiral McGowan. No, sir.

The Chairman. He purchases the ordnance.

Mr. Butler. The responsibility is first the Secretary of the Navy and then in the Chief of Ordnance, who purchases the cannon?

Admiral McGowan. That is correct.

Mr. Butler. You pay the funds out for the cannon?

Admiral McGowan. Yes, sir; that is correct. Just as soon as the bill comes in.

Mr. Butler. Suppose we come down to food and supplies and things of that kind, for the Navy, you buy and arrange there?

Admiral McGowan. Yes, sir.

Mr. Butler. The Secretary of the Navy has the authority to decrease the amount that you might advertise for if he saw fit?

Admiral McGowan. Yes, sir.

Mr. Butler. I don't see what complication there is in it. It seems to me it was always very, very satisfactory. All this authority is centered in the Secretary of the Navy by law.

Admiral McGowan. The Secretary is the only one who has any authority so far as I am concerned.

Mr. Butler. Well, how could any conflict arise between the Secretary of the Navy and the Chief of Ordnance?

Admiral McGowan. There never does.

Mr. Butler. There can't under the law?

Admiral McGowan. No, sir; or in fact.

Mr. Butler. Isn't all the activity and responsibility right together in the Secretary of the Navy?

Admiral McGowan. Absolutely.

Mr. Britten. Let me ask just one question. The admiral suggested a while ago that the purchasing in his bureau might be improved upon by having this cooperation of a purchasing agent occupying a position such as he occupies in the Navy, coming from the War Department and having some expert to assist them in an advisory capacity?

The Chairman. I think you misunderstood the admiral so far as improving the Navy is concerned.

Mr. Britten. No; I asked him that question and he went on to elaborate just how it could occur?

Admiral McGowan. I never could have given an affirmative answer if you had put it in that way.

Mr. Britten. I asked you and you went on to say by the War Department designating a man——

Admiral McGowan. I hate to even think of any improvement being necessary in the Navy.

Mr. Britten. If I am in error, I will get you to scratch out my question. I think I asked you that and you answered in the affirmative.

Admiral McGowan. What I intended to say was that these priority questions and questions of the cost and close cooperation can best be determined and to that extent the Navy can be assisted if we work directly with our brother officers of the Army.

Mr. Britten. That is in substance what you said before but at greater detail. And in connection with that I was going to ask you just how much you believe the purchasing may be improved because of that cooperation?

Admiral McGowan. That would be largely speculative, if I attempted to answer it.

Mr. Britten. You still agree that there might be improvement in your purchasing if you had that cooperation?

The Chairman. In the joint action and joint purchasing.

Admiral McGowan. Direct action is always preferable to indirect, and I admit that in that way and to that extent even the Navy might be improved.

Mr. Britten. By having that cooperation?

Admiral McGowan. Yes, sir.

Mr. Oliver. If the Navy is to be maintained as a separate and distinct organization, you feel it is very important there should be a supply and purchasing department for the Navy?

Admiral McGowan. I do.

Mr. Oliver. Its needs are given special study by that department?

Admiral McGowan. They are.

Mr. OLIVER. And the supplying of its needs has heretofore been entirely satisfactory?

Admiral McGOWAN. So the fleet states, and I believe it.

Mr. OLIVER. And the prices heretofore paid have likewise been low, as compared with the current prices prevailing at the time you purchased?

Admiral McGOWAN. Yes, sir.

Mr. OLIVER. So there has never been any complaint, so far as you know, either as to prices paid by your department for supplies, nor has there been complaint as to your readiness to promptly supply all needs when called for?

Admiral McGOWAN. No, sir. The only complaint I know of ever having been formally made against me was when I was reported to the Acting Secretary for unduly expediting the purchase of $4,000,000 worth of powder.

NOTE.—The following statement was printed at page 8 of the Washington Post Monday, December 17, 1917:

NAVY CORNERED ALL TIN—ARMY WAS UNABLE TO GET ANY LATER WHEN NEED WAS VITAL—CONGRESS IS TO HEAR ABOUT IT.

CHARGES THAT WAR AND NAVY DEPARTMENTS OBSTRUCT EACH OTHER IN FREIGHT SHIPMENTS AMONG ALLEGATIONS HOUSE COMMITTEE WILL TAKE UP IN THE PROBE BEGINNING TO-DAY.

Not only the actual conduct of the war by the Navy is to be investigated, but the operations of the Navy Department in transacting business on land will be probed. One member of the House Subcommittee on Naval Affairs, that starts an investigation to-day, declared yesterday that there are at least three sources of trouble in the Navy Department's operations, absolutely vital to the Nation's welfare. All will be thrashed out, he said. He stated these sources to be:

Commandeering of visible supplies of commodities at the expense of the War Department and domestic business;

Tying up of railroad traffic with needless rush orders; and

Wrangling with the War Department and the Shipping Board over the personnel of crews on merchant vessels carrying war supplies.

IN TROUBLE OVER TIN.

At least one instance in which the Navy Department is said to have caused a needless shortage in a vital commodity was cited by this member, who related that when that department needed tin in a hurry without waiting to see whether the War Department or any vital industry also had to have the same material, it made a survey and located all the tin in the country amounting to about 2,000 tons.

The Navy Department promptly bought it up, used part of it, and held the rest for its own purposes. Then the War Department needed a supply, and found the market drained.

Such conflicts, the member added, are to be brought to light, and plans laid to avoid their recurrence. Evidence is to be produced showing that the War and Navy Departments by marking all their freight "Rush," have held back important shipments destined for each other and caused congestion on several railroads at important seaports.

RIVALRY IS DELAYING COAL.

This rivalry in getting their supplies through has tended to delay other Government and important domestic freight, such as coal.

Light is to be thrown, he continued, on the conflict over control of crews on merchantmen. It had been thought this matter was settled with a decision to let the Army control transports and Army supply boats, the Navy all vessels handling naval supplies, and the Shipping Board all vessels carrying general and miscellaneous Government and allied cargoes. This arrangement, it appears, has not worked satisfactorily. The committee is determined to get at the bottom of it.

The following letter pertains to the same identical transaction:

AMERICAN IRON AND STEEL INSTITUTE,
SUBCOMMITTEE ON PIG TIN,
*New York, December 26, 1917.*

Mr. B. M. BARUCH,
*Commissioner of Raw Materials, War Industries Board, Washington, D. C.*

DEAR SIR: Referring to our telegram of November 27 and meeting of December 6 held at the office of Mr. C. M. Woolley, War Trade Board, which was attended by Mr. Mackall of your office, Mr. Bentley of the Food Administration, Maj. McKay of the Ordnance Department, Paymaster Hancock and Mr. Marks of the Navy, Mr. Woolley and officials of the War Trade Board, and the members of the subcommittee on pig tin of the American Iron and Steel Institute.

At this meeting the matter was duly discussed, and in view of the shortage of spot supplies it was informally agreed that it would be proper for any consumers, who were in a position to do so, to release spot Banca tin from available stocks to consumers who needed same at the approximate cost of replacement.

The representatives of the Navy reported that a considerable tonnage of tin had been commandeered in warehouses in New York, but that the great bulk of it was owned by importers or dealers who were not offering it on the market. The Navy also advised that about 800 tons of Banca tin, included in the hoarded stocks, had been taken over by agreement with the importers or owners, at 64 cents per pound, which, under the market conditions existing at that time, may be considered to be a reasonably low price. Since that time the price of Banca tin has advanced to 85 cents per pound, and the cost at the present time of Banca tin in Batavia for shipment to arrive at New York in March, 1918, is approximately 72 cents per pound.

An arrangement was made between the Paymaster General of the Navy and the American Iron and Steel Institute under which the claims of owners of commandeered tin to have same released would be passed upon by the subcommittee on pig tin, under the regulations and guaranties provided for in Tin Bulletin No. 1 of the American Iron and Steel Institute, under the direction and control of the War Trade Board.

Since that time claims have been presented to the committee by four owners, and the subcommittee on pig tin has recommended the release of a portion of the quantity claimed to one owner and all of the quantities claimed to the other three. These recommendations have been approved by the Paymaster General of the Navy and the tin has been released.

The action of the Navy, in commandeering tin which was hoarded in the possession of importers and dealers and thereby held from the market when an acute shortage prevailed, was commendable, as it resulted in the release of a large quantity of tin for immediate consumption.

The statistical information which will hereafter be reported from month to month by the institute to the War Trade Board will enable the Washington authorities to keep in close touch with the situation, and if stocks of tin are found to be hoarded in the hands of importers and dealers, some action, such as that taken by the Navy, will have to be devised to obtain possession of such stocks.

At the time the Navy commandeered the tin in public warehouses in New York we are reliably informed that there was a considerable tonnage controlled by importers and dealers held in private warehouses which has since been forced into consumption through the fear that it would be taken by the Navy. It will be seen, therefore, that the Navy's action had a broad beneficial effect, although in several cases parcels of tin were commandeered which really belonged to consumers.

So far as the subcommittee has any knowledge, the action of the Navy, where a hardship was imposed, has been remedied; and, if any further claims be presented by owners, they will receive prompt attention.

Yours, very truly,

JOHN HUGHES,
*Chairman Subcommittee on Pig Tin,*
*American Iron and Steel Institute.*

Mr. OLIVER. The clearance committee you have spoken of has served to apportion supplies when there was some question as to the sufficiency of the supply for all demands?

Admiral McGOWAN. That is the object of the clearance committee.

Mr. BUTLER. If there is a conflict of authority through the Navy bureaus that conflict is submitted to the Secretary of the Navy?

Admiral McGOWAN. There is no such conflict.

Mr. OLIVER. Admiral, I want to ask you this: What effect, in your judgment, would it have on the fleet and on the Navy if it was understood that the Bureau of Supplies and Accounts was to be abolished, and some bureau not directly accountable to the Navy was to be authorized to purchase all naval supplies?

Admiral McGOWAN. I believe the Navy would be amazed.

Mr. OLIVER. Has not the Navy heretofore felt——

The CHAIRMAN. And largely impair, if not paralyze, the energies——

Admiral McGOWAN. It might.

Mr. OLIVER. Has not the Navy always felt that, if there was at any time a failure to comply with an order for supplies, they knew where to fix responsibiilty therefor?

Admiral McGOWAN. Yes, sir; unquestionably.

Mr. OLIVER. And that, in itself, has stimulated the feeling of confidence on the part of naval officers in so far as their immediate needs or future needs might arise?

Admiral McGOWAN. Yes, sir.

Mr. OLIVER. Because they felt there was a department looking out for them and on whom they could place responsibility if they failed to furnish the supplies?

Pay Director PEOPLES. Exactly so. It was all a part of the Navy Establishment.

Mr. OLIVER. This fact serves to stimulate confidence and a feeling that naval needs will always be anticipated and provided for?

Admiral McGOWAN. More than any other one thing I can imagine.

Mr. OLIVER. The fact that the Navy has a complete organization in itself whereby its needs and wants have been carefully watched and looked after has had a very fine effect on the morale of the Navy?

Admiral McGOWAN. Unquestionably so.

Mr. OLIVER. And if it were sought now to take away from the Navy an important department that has served satisfactorily in the past, and is now serving satisfactorily, and against which no one, either on the outside or inside, has pointed the finger of criticism it would have a very bad effect on the Navy?

Admiral McGOWAN. It would hurt the Navy more than the loss of a division of dreadnaughts.

Mr. WILSON. Admiral, though that be all true, can not a central purchasing power be organized, in your judgment, and yet leave your present system intact?

Admiral McGOWAN. No, sir.

Mr. WILSON. Let me ask you this question there: If that is true, suppose that the Army would take that up; for example, suppose that they want 25,000 machine guns of a certain make, and the Navy, for the marines, was in the market for 5,000 machine guns of the same make. Now, if you had a central purchasing agency with the power to purchase the 25,000 for the Army and also the 5,000 for the Navy at the same time, wouldn't you, by having that, avoid a duplication of advertising, a duplication of effort, a duplication of energy? By decreasing the purchasing power would not you be better equipped for getting a cheaper price for the Government and combating the spirit of profiteering that is springing up all over the country? Don't you believe to have that purchasing power for both of you in one

agency, as a business proposition, is some more of that "horse sense" you have been talking about?

Admiral McGowan. I do not.

Mr. Wilson. For what reason?

Admiral McGowan. Sir, your statement is very attractively made; every principle you have stated is sound, but the application is a different matter. You have several things to reckon with. One is human nature and the other is the immutable law of diminishing returns. There is a point reached in centralization where you fail to get further results. If the point is made that it is necessary to centralize everything, I do not wish to criticize that; but if it is necessary to centralize the Army as the Navy is now centralized, centralize the Army first and see how two side-by-side parallel centralizations work. If that does not give satisfaction, then there is plenty of time to give further consideration to the matter of further centralization. Purchasing is the simplest thing in the world if only you make it so.

The Chairman. Determining the other elements of distribution, the mere purchasing is not all. Before that is to determine the needs, or how much is to be purchased?

Admiral McGowan. Yes, sir.

The Chairman. And then after you secure them, to distribute them and disburse them as they are needed?

Admiral McGowan. Yes, sir.

The Chairman. Now then, is it practicable to constitute one central agency that would be familiar with all the activities of the Navy and the Army and the Marine Corps, so as to determine the two elements that I have just mentioned that are the predominating elements in the purchasing bureau?

Admiral McGowan. No, sir.

The Chairman. The needs and the distribution, as well as the actual purchasing?

Admiral McGowan. No, sir.

The Chairman. Is either one more important than supply?

Admiral McGowan. Supply consists of three parts: Finding out what you need, purchasing it, and then distributing it. But, I say again, purchasing is the simplest thing in the world, if only you make it so. There is no royal road to success. It's only concrete common sense.

Mr. Wilson. The matter of needs is a matter of estimates and figures?

Admiral McGowan. Yes, sir.

Mr. Wilson. You think that that is as important, as the chairman here says, as the duty of supplying or of purchasing all of the millions and billions that is going to be purchased for the Navy and the Army?

Admiral McGowan. None of these functions need require the discussion they have had recently. You seldom hear of the commissary department of the Navy, because it runs so smoothly; everybody is well fed and happy, and you never hear of it having gone wrong. The purchasing is the simplest part of the three steps in supply. To that extent, if you had any consolidation at all, that would naturally be where the consolidation would occur; and, while your statement is a correct statement of principle, if it is necessary to make any change in the Army, I would earnestly hope that they might first centralize

themselves before considering centralizing us with them. One step at a time, please.

Mr. VENABLE. Admiral McGowan, on the basis of "horse sense," is there any reason that occurs to you as a justification for running the risk of disorganizing the demonstrated success in the purchasing department of the Navy in order to correct possible defects in the functioning of the purchasing department of the Army, if such exist?

Admiral McGOWAN. I can not imagine any reason that could convince me that it was sufficient to make any change in the Navy supply system.

Mr. VENABLE. One other question: If the Navy purchasing department being a success and assuming for the sake of argument that the Army purchasing department could be a greater success than it is, as a matter of "horse sense" isn't the sensible thing to do to correct the Army department and let the Navy department alone?

Admiral McGOWAN. Eminently so, yes, sir; in so far as relates to letting the Navy alone.

Mr. BUTLER. What would the purchasing department have to do more than you have to do now? What Mr. Wilson has said to you has put something in my mind, his suggestion. The purchasing department would first have to be informed what was necessary for the Navy to have. The purchasing department I don't understand would familiarize itself with the needs of the Army or the Navy—certainly would not know anything about the technical side of the Army or the Navy supplies; therefore, all these estimates would have to be submitted to the purchasing department. In other words, the Chief of Ordnance would have to tell him what he wanted, wouldn't he?

Pay Director PEOPLES. Yes, sir.

Mr. BUTLER. So that any sort of suggestion that you made that the purchasing department would have nothing to do except to find the proper market in which to find the supply that was needed?

Admiral McGOWAN. That is the purchasing function.

Pay Director PEOPLES. He can not possibly be expected, sir, to realize the importance of filling the need for the particular thing wanted as well as the Secretary of War or Secretary of the Navy would realize.

Mr. WILSON. Is that a complete answer when you must bear in mind that the head of the department must find the needs of the whole establishment from various sources? The head of the department hasn't these things at hand, and for his own information he must necessarily rely upon many sources in the various divisions of the great establishment to get the facts he has to enable him to go ahead and do his duty.

Admiral McGOWAN. I think these gentlemen are speaking of slightly different things. I think what Judge Butler was talking about was whether there was anything technical about purchasing.

Mr. BUTLER. But there is in detecting what is needed.

Admiral McGOWAN. There is the point that comes in. He must know his needs and he must impart them to whoever is going to make the purchase. The purchasing itself is a business function wholly.

Mr. WILSON. In all big businesses that ever I have heard of in the United States it is conceded that the success of the business depends on the purchasing.

Admiral McGowan. Yes, sir; because they are going to sell it. The buyer in John Wanamaker's is probably the highest paid man in the place.

Mr. Wilson. Is it the same where your order will be for supplying some goods to be eaten up?

Admiral McGowan. Far from it.

Mr. Wilson. If we expect to economize in this big business that is heaped upon us, you have to concede some things. If a man is in the wholesale business he is a success when he buys well; if he is in the cattle business he is a success when he buys well; if he is in the steel business he is a success if he buys well—and so in all lines of business. Why isn't it of the greatest importance when we become the greatest of the world's buyers?

Admiral McGowan. Because buying for a commercial establishment is buying on a guess of what the customers are going to call for and like, whereas the Government buyer buys by the technical officer's specific recommendation; and if it is a commercial supply, by past records. It is not a question of whether it is going to be wanted or not, but whether it is needed.

The Chairman. The next item is: Maintenance, Bureau of Supplies and Accounts. I see you are asking for $12,000,000 this year instead of $10,750,000 last year?

Admiral McGowan. Yes, sir; we suppose that will be sufficient.

The Chairman. That has been carefully estimated and that includes these increased activities?

Admiral McGowan. Yes, sir.

The Chairman. And the enlarged personnel?

Admiral McGowan. That does; yes, sir. We have a detailed statement for the record.

The Chairman. I notice that you are asking to make $4,000,000 of the appropriation available for clerical inspection, etc., instead of $2,400,000 last year?

Mr. Reed. That is to take care of the anticipated increased activities in the Supply Department.

Admiral McGowan. The reason why that increase is there is because there is a prohibition against exceeding a certain amount.

Mr. Reed. One reason for that, during the last calendar year a great part of the supply force has worked 10, 12, and 14 hours overtime, and we realize that they can't keep that up indefinitely, and the Secretary has issued orders to cut overtime down to not over two hours.

Pay Director Peoples. The organization has been doubled and trebled.

The Chairman. And you still expect to have an increased force?

Pay Director Peoples. For a long time to come; yes, sir.

*Maintenance, supplies and accounts.*

| | 1917, expenditures (approximate). | 1918, appropriation. | 1919, estimates for 300,000 men. |
|---|---|---|---|
| Fuel | $50,000.00 | $110,000.00 | $200,000.00 |
| Removal and transportation of ashes and garbage from ships of war | 15,000.00 | 30,000.00 | 30,000.00 |
| Books, blanks, and stationery, including stationery for commanding and navigating officers of ships, chaplains on shore and afloat, and for the use of courts-martial on board ship | 45,000.00 | 145,000.00 | 300,000.00 |
| Purchase, repair, and exchange of typewriters for ships | 15,000.00 | 55,000.00 | 100,000.00 |
| Packing boxes and materials | 21,212.28 | 85,000.00 | 150,000.00 |
| Interior fittings for general storehouses, pay offices, and accounting offices in navy yards | 33,640.00 | 250,000.00 | 250,000.00 |
| Expenses of disbursing offices | ..... | 65,000.00 | 100,000.00 |
| Coffee mills and repairs thereto | 1,000.00 | 10,000.00 | 10,000.00 |
| Expenses of naval clothing factory and machinery for the same | 3,000.00 | 40,000.00 | 100,000.00 |
| Laboratory equipment | 5,000.00 | 15,000.00 | 40,000.00 |
| Purchase of articles of equipage at home and abroad under the cognizance of Bureau of Supplies and Accounts, and for the payment of labor in equipping vessels therewith, and the manufacture of such articles in the several navy yards | 70,000.00 | 285,000.00 | 300,000.00 |
| Musical instruments and music | 18,000.00 | 30,000.00 | 50,000.00 |
| Mess outfits | 70,000.00 | 325,000.00 | 500,000.00 |
| Soap on board naval vessels | 70,000.00 | 250,000.00 | 500,000.00 |
| Athletic outfits | 45,000.00 | 120,000.00 | 250,000.00 |
| Tolls, ferriages, yeomen's stores, safes, and other incidental expenses | 25,000.00 | 90,000.00 | 100,000.00 |
| Labor in general storehouses, paymasters' offices, and accounting offices in navy yards and naval stations, including naval stations maintained in island possessions under the control of the United States, and expenses in handling stores purchased and manufactured under "General account of advances" | 884,617.59 | 1,905,000.00 | 5,000,000.00 |
| Reimbursement to appropriations of the Department of Agriculture of cost of inspection of meats and meat food products for the Navy Department | 15,000.00 | 40,000.00 | 20,000.00 |
| Chemists and for clerical, inspection, storeman, store laborer, and messenger service in general storehouses, paymasters' offices, and accounting offices in navy yards and naval stations and disbursing offices for the fiscal year | 1,233,000.00 | 2,400,000.00 | 4,000,000.00 |
| Winter clothing | ..... | 4,500,000.00 | ..... |
| Total | 2,619,469.87 | 10,750,000.00 | 12,000,000.00 |

Mr. BRITTEN. Last year, on page 89, we appropriated one and a half million dollars for the purchase of clothing and small stores; that item is entirely eliminated here.

Admiral McGOWAN. That was reserve.

Mr. BRITTEN. That was merely a fund for the purchase of supplies and that takes credit by the sale of those supplies aboard ships?

Admiral McGOWAN. Yes, sir; a little later I am going to come to you and ask you for two or three times that much more.

Mr. BRITTEN. If what you say is true, why shouldn't we take care of it in this bill rather than provide in the deficiency bill later on?

Admiral McGOWAN. I hope to have that before this bill is made up, but I do not know.

*Clothing on hand at shore stations in the United States, Jan. 19, 1918 (including quantities in transit from New York).*

| | |
|---|---|
| Blankets | 302,683 |
| Caps, cloth | 108,461 |
| Caps, watch | 113,264 |
| Drawers: | |
| Heavy | 67,979 |
| Nainsook | 751,552 |

| | |
|---|---|
| Gloves, woolen | 140,778 |
| Hats, white | 133,866 |
| Jerseys | 242,175 |
| Jumpers: | |
| Dungaree | 80,985 |
| White | 260,375 |
| Leggings | 139,326 |
| Overcoats | 73,121 |
| Overshirts | 284,321 |
| C. P. O. shirts, flannel | 16,294 |
| Shoes, high | 214,360 |
| Socks: | |
| Cotton | 2,234,572 |
| Woolen | 55,120 |
| Trousers: | |
| Blue | 333,253 |
| Dungaree | 143,013 |
| White | 432,175 |
| Undershirts: | |
| Cotton | 1,497,921 |
| Heavy | 97,744 |

In addition to the foregoing, there was sufficient clothing in the fleet to last for three months.

There were in store at the various ships' store stations in the United States sufficient provisions to last the present number of men in the Navy for three and one-half months, and in the fleet on the same date from three to eight months' supply of provisions, depending on the capacity of the individual ships.

NAVY DEPARTMENT,
BUREAU OF SUPPLIES AND ACCOUNTS,
*Washington, D. C., January 31, 1918.*

Subject: Supplemental estimate of funds required for the fiscal year ending June 30, 1919.

1. During the hearing of the Paymaster General of the Navy before the House Committee on Naval Affairs the request was made that estimates be submitted for any funds which will be required for the fiscal year ending June 30, 1919, in addition to the amounts covered by the regular estimates transmitted to Congress at the beginning of this session.

2. The amounts required under the various S. and A. appropriations depend almost entirely upon the strength of the personnel of the Navy, and any change in price affects the totals of the appropriations needed.

3. A revised estimate of the probable personnel which will be in the Navy July 1, 1918, and July 1, 1919, obtained from the Bureau of Navigation, indicates that in lieu of 50,000 naval reservists expected to be in the service during the fiscal year 1919 there will be 80,000 naval reservists, an increase of 30,000 over the number for which estimates were prepared, and this will require additional money for pay, subsistence, and maintenance.

4. Furthermore, it appears that if the Navy is called upon to man vessels which are at present being built by the Shipping Board 80,000 additional men will be needed by June 30, 1919, to man such vessels, and funds will have to be provided for the pay and subsistence of these additional men.

5. For the pay, subsistence, and maintenance of the 30,000 additional naval reservists not covered by the estimates furnished by the Bureau of Navigation last October supplemental estimates are transmitted herewith as follows:

| | |
|---|---|
| Pay of the Navy | $16,108,812 |
| Provisions, Navy | 11,497,500 |
| Maintenance, S. and A. | 900,000 |

6. The capital of the clothing and small-stores fund at the present time is $15,582,095.03. This amount was obtained in order to provide sufficient working capital to clothe and outfit an enlisted force of approximately 217,000 men. The present plans contemplate that by the end of the fiscal year ending June 30, 1919, there will be between 400,000 and 425,000 enlisted men serving in the Navy, and in order to maintain a sufficient supply of clothing to promptly outfit this number and to prepare for emergencies an additional sum of $27,000,000 will be required, making the total capital of the clothing fund just over $42,500,000.

7. Based on present cost and the last available data as to issues, the sum of $10,000,000 will be required to supply 100,000 reserve outfits for emergency use and $27,000,000 will be required to buy a six months' supply at navy yards, training stations, and on naval vessels for 400,000 men, leaving $5,500,000 available to finance issues and shipments in transit and permit the prompt payment for materials which may be delivered more promptly than called for by the various contracts. A supplemental estimate for $27,000,000 additional for the clothing and small-stores fund is therefore submitted to provide outfits for 425,000 men at $100 per outfit.

8. In view of the probable expansion of the personnel of the Navy additional funds will also be required for heavy winter clothing.

9. The total strength of the Navy January 1, 1918, was 253,235 men, and the Bureau of Navigation estimates that probably 154,365 additional men will be in the service by June 30, 1919. Of these additional men it is estimated that 90 per cent will have to be equipped with winter outfits, which will require 138,929 outfits. It is further estimated that the 90,000 outfits which will be issued during the current fiscal year will practically have to be replaced next winter, which will require 90,000 additional outfits—a total of 228,929 outfits at a cost of approximately $23 each, or $4,713,367.

10. In addition it is estimated that there will be required for new personnel and for replacements 35,696 pairs of sea boots for destroyers, at $8 a pair, or $287,752, making the total estimated amount required for heavy winter clothing for the fiscal year 1919 $5,100,119.

11. A supplemental estimate of $5,000,000 additional under the appropriation "Maintenance, S. and A." for purchase of heavy winter clothing is therefore submitted.

12. No additional estimate is submitted at this time for the pay, subsistence, and maintenance of men required to man the vessels of the Shipping Board, but data have been submitted in the hearings of the Paymaster General which will enable the committee to determine the amounts which should be provided for each 1,000 men should it be definitely decided before the bill is reported out by the committee that these vessels are to be manned and operated by the Navy.

Mr. BRITTEN. Just below that that for "apparatus and material" we appropriated five millions last year nothing is appropriated this year.

Pay Director PEOPLES. Yes, sir; that provision was originally created for the purpose of originating in time of peace certain special appliances for equipping naval auxiliaries for use in time of war and then the current appropriation under Construction and Repair, Steam Engineering, and Ordnance, should be sufficiently enlarged to take care of the special purchases which have otherwise been made on the list.

Mr. BRITTEN. It is to take care of all such things?

Admiral McGOWAN. Yes, sir.

Mr. BRITTEN. And under existing conditions they might be carried under Steam Engineering or Ordnance?

Admiral McGOWAN. Yes, sir. Unless conditions change in the next year. If the war is going to last two or three years, then it would be necessary to provide additional supplies; but that need has not yet been pointed out.

The CHAIRMAN. The next item is "Freight, Bureau of Supplies and Accounts." Four millions this year instead of $1,600,000 last year?

Admiral McGOWAN. Yes, sir. That is, we hope, an intelligent guess. There is no way of telling how much we are going to need, but it is an attempt to parallel the general upward tendency.

Mr. HICKS. How have your supplies been taken care of by the railroads? Has there been much delay in getting your material through?

Admiral McGOWAN. No, sir.

Mr. HICKS. How do you mark your cars?

Admiral McGowan. The cars are not marked. We have an envelope which contains the waybill and is marked outside "Navy Shipment: Rush" and passes from hand to hand and the car is kept moving. The envelope system has recently had to be departed from because the railroads found it was adopted by certain other governmental instrumentalities and somebody gave a few more envelopes than were absolutely necessary to rush the rush stuff and so the system did not altogether succeed when it went into other hands.

Mr. Hicks. Then these cars that contain your materials are not treated any differently from other cars?

Pay Director Peoples. Within the past week, sir—the Navy envelope system having fallen down by reason of abuse in other directions—within the past week a special arrangement has been made by the approval of the Director General of Railroads by which special urgent Government freight will be given a continuous through movement from point of shipment to destination. That was agreed to a week ago yesterday. I went over to see Mr. McAdoo and explained it to him fully in accordance with the special request of the Secretary of the Navy and he put it through immediately.

Mr. Hicks. Does the Secretary of the Navy designate which are the important items?

Admiral McGowan. He does.

The Chairman. The next item is "Fuel and transportation," $48,400,000 instead of $25,000,000 last year?

Admiral McGowan. Yes, sir; that is based on the present fleet plus the expected increase in the light of probable activities as forecasted by the Chief of Naval Operations.

The Chairman. And also during the latter part of the last year additional ships came in that will be in for next year when they were in only for a short period during the other?

Admiral McGowan. That is correct; but they will all be in, we hope, for the full 12 months in the next year.

| | |
|---|---|
| Fuel and transportation: | |
| Appropriation, 1917 | $5,000,000.00 |
| Expenditures, 1917 | 4,979,091.56 |
| Unexpended, 1917 | 20,908.44 |
| Appropriation, 1918 | 25,862,420.00 |
| Estimate, 1919 | 48,400,000.00 |
| Based on— | |
| 8,400,000 barrels fuel oil, at $2.25 | 18,900,000.00 |
| 4,000,000 gallons gasoline, at 25 cents | 1,000,000.00 |
| 3,600,000 tons coal, at $6 | 21,600,000.00 |
| Maintenance of coaling plants | 1,700,000.00 |
| Water, ice, tug and vessel hire | 5,200,000.00 |
| | 48,400,000.00 |

Fuel requirements based on present fleet plus additions which may be expected. the cruising activities being arrived at from an estimate of the situation made by the office of the Chief of Naval Operations.

The Chairman. Now, you have some legislation there that when, in the opinion of the President, prices charged for chartering vessels is excessive you are authorized to purchase vessels suitable for such purposes and make it payable out of that fund?

Pay Director PEOPLES. Yes, sir; that is an amendment authorized by law upon the representations to the Appropriations Committee in the deficiency act. We found that the transportation rates on vessels were mounting skyward, so high in fact that within 10 months or a year at the then prevailing rates if a vessel was chartered the Government would pay the owners for the full value of the vessel, so it would have been cheaper to have bought outright the ship.

The CHAIRMAN. In other words, if a fellow won't charter reasonably we buy from him?

Admiral McGOWAN. Yes, sir. Since that time all the merchant marine has been taken over by the Shipping Board and the prices have been determined for the War and Navy Departments, and therefore the prices have been controlled by the Government.

The CHAIRMAN. Do you need that at the present time?

Pay Director PEOPLES. No, sir; at the present time, not for this reason, the amount of fuel available under "Fuel and transportation" is always under control; and at any time in the future, should such abnormal conditions develop after the war the Government should have the right of buying them.

The CHAIRMAN. The last item is:

Naval Academy dairy (reimbursable): For the purchase of the necessary additional cattle and work animals, machinery and implements, erection of additional buildings, and for all other purposes necessary to increase the stock and equipment of the Naval Academy dairy and farm, located at Gambrills, Maryland, $55,000: *Provided*, That the amount appropriated for this purpose shall be treated as an advance to the midshipmen's store fund at the Naval Academy, to be ultimately returned to the United States: *Provided further*, That expenditures hereunder shall be reported by the Chief of the Bureau of Supplies and Accounts to the Secretary of the Navy in the same manner as now provided by law for the midshipmen's store fund.

That is on account of the great increase in the Navy on account of the different authorizations and the enlargement of the buildings and expected larger attendances?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. The Academy will require a larger dairy supply?

Admiral McGOWAN. A deficiency item has been made to cover this in order to make it available earlier.

Mr. BRITTEN. Just one thing. On page 82 I think Mr. Peoples just suggested that new language providing for the purchase of ships—I may be mistaken—but I thought he said that was in the deficiency act of last year.

The CHAIRMAN. In the appropriations that were carried in that; not the continuing law.

Mr. BRITTEN. If that language was in the deficiency act of last year why is it new language in this bill and subject to a point of order?

The CHAIRMAN. It would be subject to a point of order because it is legislation, that language last year only applying to that legislation and not in this appropriation for another year.

Mr. KELLEY. Last year, I think, we passed some legislation affecting the promotion of officers in the Navy by selection. Does that legislation apply to your department?

Admiral McGOWAN. I very much regret to say that the officers of the Pay Corps were not included in that.

The CHAIRMAN. It doesn't apply to any of the Staff Corps. It was only to the line officers.

Mr. KELLEY. I take your answer to mean that the Staff Corps should be included?

Admiral McGowan. I think the Pay Corps should be included, yes, sir; but, necessarily——

The Chairman. Will you put into the record your reasons for so thinking?

Admiral McGowan. I will.

(The Paymaster General's reasons for so thinking are as follows:)

Promotion should not be regarded as a reward for long service but rather as the advancement of officers who have shown by the character of their service already performed that they are best fitted to do the duties of the next higher grade, such advancement being for the Navy's interests primarily and for the individual's but incidentally. In other words, the officers are for the Navy, not the Navy for the officers, and the only way to judge of the work they can do is by the work they have done.

The principle of selection has for a long time been applied in making appointments to all branches of the Navy. Appointments to the Naval Academy are made by competitive examination and, upon graduation there, line officers are commissioned to take rank in the order of their final metit. Naval constructors are selected from among the honor graduates of the Naval Academy. The Medical Corps appointees are commissioned in the order of merit as established at the Naval Medical School. Officers of the Civil Engineer and Pay Corps are appointed either by transfer from the line or by competitive examination, and in each case the order of rank is determined by merit. So that, even under the now discredited system of seniority promotion, an officer's place on the list was originally determined on the principle of the survival of the fittest, which is merely another name for selection.

Any system whereby a man selected by merit in his early youth continues to hold the same relative place among his associates without regard to whether or not he continues to deserve it and whereby the man who stands at the foot of one class remains—merely because he started a year sooner—throughout his career senior to the man who stood at the head of the succeeding class, is so incongruous and so obviously against the best interests of the United States that the only wonder is that it was permitted to continue in force for so long.

Considerably more than 90 per cent of the Pay Corps has been recruited in the past 20 years; so that there is comparatively little difference in age between those near the top and those near the bottom. Without selection, therefore, the officers in the lower half of the corps have practically no prospect of advancement.

Should the permanent strength of the Navy be increased as recommended by the Navy Department there will be quite a number of vacancies in the higher grades of the Pay Corps, the largest number that has existed for many years or that can reasonably be expected to exist at any one time in years to come. It is highly important, therefore, that selection be applied now if ever.

If the officers who would be automatically promoted by seniority are in fact the best qualified, then naturally as a matter of course they would be selected and promoted on their merit and their commissions will mean just that much more to them. Also, it is a much greater incentive to an officer to exert himself if he knows that his chances of promotion depend upon the success he makes of his work than if promotion is a matter of routine which requires only that he keep his record reasonably clear. If they are not the best qualified, then they have no right to be promoted and, under the circumstnces, to promote them would be contrary to common sense and efficiency.

There is one feature of seniority promotion which has been brought out in a number of cases quite recently and which clearly shows the necessity for the change to selection. Under existing laws, an officer when he reached the top of his grade is examined for promotion to fill the first vacancy which occurs thereafter. Should the board find him professionally disqualified for promotion, he is held up for six months and then reexamined. Should he fail this time, he is dropped from the service.

If an officer has been in his grade for any length of time, it is quite unlikely that during the six months which elapse between the two examinations his record will be so exceptional as to make up for his previous record. On the other hand, he may not deserve to be dropped from the service; and, also, in view of his experience, he is more useful to the service than the new man who would take his place—and yet the examining board is confronted with the alternative of either promoting an unworthy officer or of inflicting a punishment altogether too severe. Selection promotion would provide a middle ground and would enable the examining board to better protect the interests of the Navy by simply retaining an officer who does not deserve promotion from his present rank into the rank above.

While it is realized of course that, all things being equal, it would be preferable to have the procedure identical in all respects throughout the entire commissioned personnel of the Navy—so much so, in fact, that the sooner everybody is placed on practically the same promotion basis the better it will be for the service—yet the fact that other corps may not ask for selection is no reason why it should not be applied to the Pay Corps just as it is now applied to the line. In fact, there is every reason why the same rules should govern promotion in the Pay Corps as in the line, because the Pay Corps of all the so-called staff corps is the only one composed of regular sea-going combatant officers. It works side by side with the line and its duties are more closely allied to the duties of the line than are those of any other corps in the Navy.

Promotion by selection—advancement on the sole basis of ascertained merit—having been therefore applied to the line, it is most natural and logical to subject the Pay Corps to the same critical scrutiny and under conditions equally advantageous to the Government.

The Secretary of the Navy's position on the subject is thus stated at pages 14 and 15 of his annual report for 1917:

"The day of promotion by seniority in the line of the Navy has forever passed. It was the ideal system for rewarding mediocrity in the same manner as initiative, resource, and great ability were rewarded. It was un-American and was apparently framed with the object of protecting the less efficient from the chagrin of seeing the more efficient advanced over their heads. It denied the stimulus of a reward for professional excellence. Under the new law, whereby line officers above the rank of lieutenant commander are promoted by selection, the question of approved ability rather than length of service determines promotions. It well demonstrates its superiority over the antiquated seniroity system, which tended to put a premium upon mediocrity and ultra-prudence. If a man 'played for safety' under that system he was far surer of promotion than if he had the sand to do something new that involved some chance of accident. Safety and prudence are requisites, but every naval officer who is remembered had the courage, when it would serve his country, to take a chance by an audacious and daring move.

"As the fetish of seniority fully passes from the service (and it is a reform that takes time to secure full acceptance), the new law will insure that no man will be promoted to high rank unless he has given proof of his ability to command. The law should be extended so that promotions in all grades, from ensign to admiral, shall be by selection. The reason advanced for exempting lieutenants, junior lieutenants, and lieutenant commanders from promotion by selection does not seem to be well founded.

"The time has now come to extend the modern plan of promotion by merit to all commissioned officers of the staff as it now exists in the line. Promotion by merit has always existed for the enlisted personnel. It was only the commissioned officers who had the soft snap of promotion by length of service. I earnestly recommend that Congress enact legislation providing for promotions in the staff corps by selection in substantially the same manner as promotions are now provided for in the line.

"I had hoped that this legislation would be enacted during the first session of this Congress. It is readily understood that legislation of such character could only with great difficulty have been considered at the two last sessions of Congress, when the multitude of matters of vital importance in the prosectuion of the war absorbed all available time. Though such conditions will, of course, exist to a great extent at the next session, it is nevertheless felt that some extension of the principle should not longer be delayed, and it is therefore earnestly hoped that promotion by selection will be made applicable to the grades and ranks of the staff corps of the Navy and the Marine Corps. The same general principle as is applicable at present to certain grades in the line should apply, but with such modifications as may be necessary in the constitution of the board and in other details, upon which specific recommendations will be submitted."

The CHAIRMAN. Under the opinion of the Attorney General, the President has the power, and has exercised the power, of selecting them.

(Thereupon, at 4.25 p. m., the committee adjourned to meet again at 10.30 a. m., Wednesday, January 23.)

[No. 9.]

COMMITTEE ON NAVAL AFFAIRS,
HOUSE OF REPRESENTATIVES,
Thursday, January 24, 1918.

The committee met at 10.30 a. m., Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENT OF CAPT. E. W. EBERLE, SUPERINTENDENT OF THE UNITED STATES NAVAL ACADEMY, ACCOMPANIED BY CAPT. W. H. STANDLEY, COMMANDER JOHN DOWNES, AND PAY INSPECTOR SAMUEL BRYAN.

The CHAIRMAN. We have with us this morning Capt. E. W. Eberle, Superintendent of the Naval Academy.

Captain, I wish you would take up the items in the bill which are of interest to the Naval Academy. First seems to be a request for an increase in the pay of professors and others of the Naval Academy. Tell us about that, please.

Capt. EBERLE. In my original estimates I asked that the appropriation for pay of professors, instructors, etc., be increased to $200,-200, and since the bill passed Congress recently increasing the number of appointments by one to each member of Congress, which will probably bring the number of midshipmen at the Naval Academy up to 2,100 in the three classes, I submitted an additional letter to the Navy Department requesting that this sum be increased to $235,-000. We think that we will be able under the increased number of midshipmen to handle the situation with that increased amount. The appointment by each Member of Congress has been increased by one, and that would practically give us 500 more midshipmen. We have now 1,442, and we will probably have 2,100.

In this connection I earnestly recommend that some provision be made for the annual increase in the pay of civilian professors and instructors at the Naval Academy, so that, beginning with July 1, 1918, each civilian professor and inspector who has had at least one academic year's service at the Naval Academy shall have his pay increased by $100 per annum, and upon each annual reappointment thereafter he shall receive an increase in pay of $100 per annum, but in no case shall the pay exceed $3,500 per annum. To carry out this provision for the coming fiscal year, the pay of professors and instructors would have to be increased by $9,000, making a total of $244,000.

Some system for regular increase in pay is very essential in order to retain the services of those civilian instructors who prove their efficiency.

Mr. BUTLER. I think that is all right. If we send the boys down there, they ought to be instructed.

The CHAIRMAN. I notice that there are various changes on page 96. Most of that is in the phraseology. You are not changing the compensation, are you?

Capt. EBERLE. In the items of physical training we have asked to have the $1,700 increased to $2,000. We have investigated the same positions at many of the institutions in the country—that is, universities, athletic clubs, etc.—and we find we can not get the men for $1,700 now, as in previous years and we have recommended that the headmaster be increased to $2,000 from $1,700.

The CHAIRMAN. You will lose him if you do not increase him?

Capt. EBERLE. I think we shall. We have been losing a good many people down there.

Mr. BRITTEN. It is $1,700 in the print we have?

Capt. EBERLE. Yes, and we are asking for an increase to $2,000.

Mr. HICKS. Does he have his quarters?

Capt. EBERLE. No, sir. All the civilian personnel have to maintain themselves absolutely.

Mr. BROWNING. Is that in the supplementary letter also?

Capt. EBERLE. It was in a letter from the athletic officer and forwarded by the commandant of midshipmen, but the rough draft of the bill had already been printed so the letter was held to bring to the attention of this committee.

The CHAIRMAN. Just put that letter in your hearing, if you please, Captain.

(The letter referred to is as follows:)

NOVEMBER 27, 1917.

From: Athletic officer.
To: Superintendent, via commandant of midshipmen.
Subject: Estimates for fiscal year, 1919.
Reference: Letter of September 1, 1917, from athletic officer to officer in charge of buildings and grounds sent via commandant of midshipmen.

1. It is recommended that the salary of the headmaster in physical training be increased from $1,700 to $2,000, and it is requested that this increase be incorporated in the allotment for the fiscal year 1919.

W. F. HALSEY, Jr.

[First indorsement.]

DECEMBER 29, 1917.

From: Commandant of midshipmen.
To: Officer in charge of buildings and grounds.
Subject: Increased salary of the headmaster of physical training.

1. The list below shows relative salaries of men holding similar duties in other institutions.

| Institution: | Salary per annum. |
|---|---|
| University of Oregon | $2,400 |
| University of Michigan | [1] 800 |
| University of California | 2,500 |
| Olympic Club of San Francisco, Cal | 1,680 |
| University of Pittsburgh | 2,000 |
| Cornell University | [2] 1,200 |
| University of Virginia | ([3]) |
| Washington, D. C., Y. M. C. A | 2,400 |
| University of Pennsylvania | 2,000 |
| Harvard University | 2,000 |
| United States Military Academy | [4] 1,500 |
| Yale University | [5] 1,650 |

[1] Additional 75 cents per hour for wrestling and boxing.
[2] For nine months.
[3] Student instructors.
[4] Considered underpaid.
[5] Salary considered inadequate.

From a comparison with the above list, the salary of $2,000 per annum is not considered excessive for the head master of physical training at this institution.

2. The head master in physical training has immediate supervision, and particularly so in the absence of the gymnasium officer, of the gymnasium and gymnasium work; therefore he holds a more important position than any of the assistants for this work, and holding this position over them, should receive a higher salary than any of them. This is not so at present.

L. M. NULTON.

The CHAIRMAN. In the department of ordnance and gunnery you change simply the phraseology there, I believe. Do you make any supplementary recommendations?

Capt. EBERLE. We have made a supplementary recommendation for all of these statutory position, Mr. Chairman. We have drawn up an entirely new plan to meet the situation. When these estimates were made last August, the clerical situation was not serious, but since then the Navy Department has made alterations in all their clerical forces, and in order to meet the situation we have had to make supplementary estimates for this in a supplementary letter. On January 4, we sent a letter to the Bureau of Navigation recommending the increases in these different branches.

The CHAIRMAN. Just put that letter in your hearings so we will have it in full.

Capt. EBERLE. Yes, sir.

(The letter referred to is as follows:)

JANUARY 4, 1918.

To: Bureau of Navigation.

Subject: Increase of Naval Academy estimates on account of increases in the number of midshipmen.

Reference: (*a*) Naval Academy letter dated September 5, 1917, submitting estimates for the fiscal year 1919; (*b*) a bill recently passed by Congress increasing the number of midshipmen allowed each Senator and Congressman to five.

1. The estimates submitted in reference (*a*) were on a basis of 1,800 midshipmen and reference (*b*), when it becomes a law, will increase this number to approximately 2,100 for the fiscal year 1919, and in order to provide for this number a revision of the above estimates will be necessary and is recommended as follows:

*Pay of professors and others, Naval Academy.*

Pay of professors and instructors, including one professor as librarian, 1919:

| | |
|---|---|
| Original | $200,200 |
| Revised | 235,000 |
| Total increase | 34,800 |

There are some 96 civilian professors and instructors, including the head of department of English, employed in the instruction of midshipmen in the departments of marine engineering and naval construction, mathematics, modern languages and English who are paid under this head and as the above increase of midshipmen will be entirely in the fourth class, which is instructed in all of these departments, civilian instructors in addition to those above will be required as follows:

| | |
|---|---|
| Department of marine engineering and naval construction | 4 |
| Department of mathematics | 6 |
| Department of English | 7 |
| Department of modern languages | 6 |
| Total | 23 |

And the revised estimates above will provide for the employment of these instructors in addition to those already employed and will raise the estimates for "In all, pay of professors and others, Naval Academy" to $338,480.

DEPARTMENT OF ORDNANCE AND GUNNERY.

A total revision of the estimates under this head and the reasons therefore were given in my letter dated September 8, 1917.

COMMISSARY DEPARTMENT, NAVAL ACADEMY.

The increase in the number of midshipmen to 2,100 necessitates an entire revision of the estimates under this head, and it is recommended that the following paragraph be substituted for the paragraph under the same head in the original estimates.

"Chief cook, one, at $1,380; cooks, fourteen, at $900 each; cooks, eighteen, at $600 each; steward, one, at $1,500; assistant stewards, four, at $1,200 each; head waiters, two, at $840 each; assistant head waiters, six, at $720 each; head pantrymen, two, at $900 each: chief baker, one, at $1,440; bakers, nine, at $960 each; assistant bakers, nine, at $720 each; head butcher, one, at $900; assistant butchers, four, at $720 each; firemen, six, at $600 each; seamstresses, four, at $600 each; clerks (stenographers), two, at $900 each; clerks (typists), three, at $900 each; drivers (auto truck), five, at $1,080 each; chief clerk and purchasing agent, one, at $1,800. Unclassified labor as follows: Pantrymen, butchers' helpers, bakers' helpers, waiters, coffeemen, dish pantrymen, utility men, linen men, scullions, attendants, etc. (wages in no case to exceed $45 each per month), $94,620. In all, commissary department, Naval Academy, $171,540."

The following table will show in detail the revisions given in the above paragraph:

| Rate. | Number estimated for. | | | Pay per month. | Pay per annum. | Total pay. | Increase in original estimates. |
|---|---|---|---|---|---|---|---|
| | 1918 | 1919, original. | 1919, revised. | | | | |
| Chief cook | 1 | 1 | 1 | ..... | $1,380 | $1,380 | ..... |
| Cooks | 10 | 12 | 14 | ..... | 900 | 12,600 | $1,800 |
| Do | 12 | 15 | 18 | ..... | 600 | 10,800 | 1,800 |
| Steward | 1 | 1 | 1 | ..... | 1,500 | 1,500 | ..... |
| Assistant stewards | 2 | 2 | 4 | ..... | 1,200 | 4,800 | 2,400 |
| Head waiters | 1 | 1 | 2 | ..... | 840 | 1,680 | 840 |
| Assistant head waiters | 4 | 4 | 6 | ..... | 720 | 4,320 | 1,440 |
| Head pantryman | ..... | 1 | 2 | ..... | 900 | 1,800 | 900 |
| Chief baker | 1 | 1 | 1 | ..... | 1,440 | 1,440 | ..... |
| Bakers | 5 | 7 | 9 | ..... | 960 | 8,640 | 1,920 |
| Assistant bakers | 5 | 7 | 9 | ..... | 720 | 6,480 | 1,440 |
| Head butcher | 1 | 1 | 1 | ..... | 900 | 900 | ..... |
| Assistant butchers | 2 | 3 | 4 | ..... | 720 | 2,880 | 720 |
| Firemen | 5 | 5 | 6 | ..... | 600 | 3,600 | 600 |
| Seamstresses | 2 | 3 | 4 | ..... | 600 | 2,400 | 600 |
| Clerks (stenographers) | 2 | 2 | 2 | ..... | 900 | 1,800 | ..... |
| Clerks (typists) | 2 | 2 | 3 | ..... | 900 | 2,700 | 900 |
| Drivers (auto truck) | 1 | (1) | 5 | ..... | 1,080 | 5,400 | 3,720 |
| Chief clerk and purchasing agent | ..... | ..... | 1 | ..... | 1,800 | 1,800 | 1,800 |
| Total | ..... | ..... | ..... | ..... | ..... | 76,920 | 20,880 |
| UNCLASSIFIED LABOR. | | | | | | | |
| Pantryman | 5 | 6 | 10 | 45 | 540 | 5,400 | 2,160 |
| Butchers' helpers | 1 | 1 | 2 | 45 | 540 | 1,080 | 540 |
| Bakers' helpers | 4 | 6 | 8 | 40 | 480 | 3,840 | 960 |
| Waiters | 65 | 85 | 105 | 25 | 300 | 31,500 | 6,000 |
| Do | 65 | 85 | 105 | 20 | 240 | 25,200 | 4,800 |
| Coffeemen | 6 | 8 | 20 | 45 | 540 | 10,800 | 6,480 |
| Dish pantrymen | 4 | 5 | 6 | 35 | 420 | 2,520 | 420 |
| Utility men | 4 | 6 | 10 | 45 | 540 | 5,400 | 2,160 |
| Linen men | 3 | 3 | 4 | 45 | 540 | 2,160 | 540 |
| Scullions | ..... | 6 | 12 | 40 | 480 | 5,760 | 2,880 |
| Attendants | ..... | ..... | 2 | 40 | 480 | 960 | 960 |
| Total | ..... | ..... | ..... | ..... | ..... | 94,620 | 27,900 |

[1] 2 at $840.

| | |
|---|---|
| Total, classified labor | $76,920 |
| Total, unclassified labor | 94,620 |
| Grand total | 171,540 |

CURRENT AND MISCELLANEOUS EXPENSES, NAVAL ACADEMY.

The following paragraph should be substituted for the first paragraph under this head in the original estimates:

"Text and reference books for use of instructors, stationery, blank books and forms, models, maps, and periodicals; apparatus and materials for instruction in physical training and athletics; expenses of lectures and entertainments not exceeding $1,000, including pay and expense of lecturerer; chemicals, philosophical apparatus and in-

struments, stores, machinery, tools, fittings, apparatus, and materials for instruction purposes, $89,550."

| | |
|---|---|
| 1918 | $43,500 |
| 1919 | 89,550 |

The increase of $28,650 in the estimates given in the above paragraph over those contained in the original estimates are accounted for as follows:

| | |
|---|---|
| Machine tools, lathes, equipment, etc., for the new addition to the marine engineering and naval construction building (see my letter dated Dec. 17, 1917) | $25,000 |
| Equipment necessary on account of the increase in the number of midshipmen to 2,100 as follows: | |
| Department of marine engineering and naval construction (drawing boards, T squares, instruments, stationery, etc.) | 2,000 |
| Department of mathematics (stationery, etc.) | 550 |
| Department of modern languages (stationery, etc.) | 550 |
| Department of English (stationery, etc.) | 550 |
| Total | 28,650 |
| In all, current and miscellaneous expenses (original) | 60,900 |
| In all, current and miscellaneous expenses (revised) | 89,550 |

MAINTENANCE AND REPAIRS, NAVAL ACADEMY.

The estimates under this heading should be increased by the amount of $57,000, making a total for maintenance and repairs, Naval Academy of $510,936.

The increase requested above is for the purchase of midshipmen's room furniture for the new wings to Bancroft Hall, estimated to cost $55,000, and which, when the original estimates were submitted, it was understood would be furnished under the contract for the construction of these buildings, but which, as it now develops, will have to be purchased under a separate appropriation, and for the purchase of desks and chairs for additional instructors, estimated to cost $2,000.

2. In connection with the original estimate submitted in reference (*a*), attention is invited to the fact that these estimates for salaries of statutory men and for wages of per diem men were based on conditions existing at the time the estimates were submitted on September 5, 1917, and unless some provision is made for an increase of these salaries and wages which are totally inadequate under the present conditions, it is doubtful if it will be possible to obtain and retain competent employees. This condition will so seriously handicap the activities at the Naval Academy that it is urgently recommended that the department take some action for the relief of such conditions should they continue during the fiscal year 1919.

3. It is believed that the conditions referred to in the foregoing paragraph would be provided for by adding the following paragraph to the appropriation bill, and it is urgently recommended, should it meet with the approval of the bureau, that this be done.

"For the increase of pay of employees of the Naval Academy whose pay is specifically fixed by statute, as in the judgment of the Secretary of the Navy may be necessary to the transaction of official business on account of the existing emergency, $30,000: *Provided*, That in no case shall such increase for any employee be greater than fifteen per centum of the pay specifically provided for such employee: *Provided further*, That $10,000 of this amount be immediately available for such increase during the fiscal year nineteen hundred and eighteen remaining after the passage of this act."

4. The above estimates are submitted in accordance with the United States Statutes at Large, volume 34, part 1, page 448, as they are submitted on account of laws subsequently enacted and are deemed imperatively necessary for the public service.

Mr. CONNELLY. I have been wondering why in that they would cut out one in some places and leave it in at other places?

The CHAIRMAN. It is just a matter of phraseology. It puts it in the plural at the beginning.

Mr. HICKS. These men in the Ordnance and Gunnery Department have their sustenance by the Government, do they not? Those are not civilians?

Capt. EBERLE. Yes, these are civilians.

Mr. HICKS. Is it possible to get men for $600 and $720 a year who are satisfied, that have to maintain themselves at the present high cost of living?

Capt. EBERLE. We have put in a supplementary letter covering all these.

Mr. LITTLEPAGE. What was the average increase?

Capt. EBERLE. That is since this bill was drawn up.

Mr. LITTLEPAGE. What increase have you allowed these men?

Capt. EBERLE. It is an average of about $100 a man per year.

The CHAIRMAN. That letter, as I understand it, embraces all these clerical positions for which you have recommended an increase?

Capt. EBERLE. Yes.

Mr. BROWNING. That question arises again in this case, as it did the other day, whether we are going to make these individual increases in each department or whether we have a bill for a general increase.

The CHAIRMAN. I understand that, but I want to get the information in the record.

Mr. BROWNING. I think that is a good thing, but inasmuch as we are going to have a general increase, I do not know whether this is advisable.

The CHAIRMAN. It depends on the way we deal with it in the general bill.

Capt. STANDLEY. These clerical positions suffer because of being statutory, and a general increase will not rectify the conditions here. We made certain recommendations on September 5, in our estimates, and they were cut down. Since that time the per diem clerks have been raised twice, as have all other per diem men, and if you make the same percentage increase for these statutory men that you make for the per diem men the inequality still exists.

The CHAIRMAN. These men have not gotten the benefit of the intermediate advances?

Capt. STANDLEY. No, sir; they have not.

The CHAIRMAN. That is the same matter Mr. Gallagher was interested in, about which he came up to see me, with reference to the watchmen, etc., down here?

Capt. STANDLEY. That is along the same line.

Mr. TALBOTT. You increased the per diem out of a lump sum, did you not?

Capt. STANDLEY. Yes, sir.

Mr. TALBOTT. And every time you do you discriminate against the statutory men, do you not?

Capt. STANDLEY. In a way it is discrimination, because the statutory men could not be raised without congressional action. The per diem men can be.

Mr. MUDD. You recently made recommendations to the Secretary of the Navy for the statutory men. What was the result of your recommendation?

Capt. STANDLEY. We made a recommendation to the Navy Department as a result of the recommendation of a board appointed by the Navy Department. This board made recommendations relative to clerical, messenger, and watch forces, draftsmen, and some other employees. The letter covered per diem employees. We employ at the Naval Academy per diem men and statutory men who are doing identical work. I say identical; I mean similar work, work-

ing in the same office. The per diem men got the increase recommended, and the statutory men did not get theirs.

The CHAIRMAN. The per diem men actually got theirs put into force and effect?

Capt. STANDLEY. Yes, sir.

The CHAIRMAN. But the others could not be had because they were fixed by statute?

Capt. STANDLEY. That is correct.

The CHAIRMAN. We understand the matter, then.

Capt. STANDLEY. The answer to our recommendation was that submitting these recommendations would seem to be precluded by the statutes.

Mr. KELLEY. You want us to raise these about $100 apiece?

The CHAIRMAN. He has set out a complete recommendation here.

Capt. STANDLEY. This only covers clerical. We have in this Naval Academy table a great many other employees who are affected in the same way. For example, on pages 97 and 98, we have some machinists who are drawing $1,280 per annum; that is, they are statutory men and were put in statutory positions, because they are supervisory men and are men that we want to hold and retain. We also have, under that same head, machinists and other employees who are on a per diem basis, because their pay is not fixed by statute, and the wage schedule has raised their pay so that these per diem men, who are not as good as the statutory men or the supervisory men, draw more pay than the supervisory men.

The CHAIRMAN. That is on account of the recent advance?

Capt. STANDLEY. Yes. We have had two meetings of the wage board and advanced the per diem men's pay. We have also had this department board for drafting, clerical, messenger, and police forces on a per diem basis, but the statutory men in this bill have had nothing done for them. A 10 per cent increase would not rectify the mistake in this bill, because our recommendations have in certain instances been cut, and those recommendations, in order to make it fair for these employees, would have to be changed, and it could not be done by a flat 10 per cent increase.

In studying this thing it seemed to me that the question could be solved by adding to this bill, if it can be done, some such proviso as this: For the increase in pay of employees of the Naval Academy whose pay is specifically fixed by statute, as in the judgment of the Secretary of the Navy may be necessary to the transaction of the official business on account of the existing emergency, $30,000.

The CHAIRMAN. I do not think Congress would do that, after having fixed a statutory rate, to give the Secretary authority with a lump-sum appropriation. I think the best thing for us to do is to increase it ourselves, and then get the increase, and then if there is any general provision giving a horizontal increase, they would get the benefit of it. The injustice you speak of is because you have had your per diem men increased, and their basis of horizontal percentage is on an increased basis instead of the others on the original basis.

Capt. STANDLEY. The injustice is a comparative one, and the high cost of living makes it more acute.

The CHAIRMAN. Please put your full letter into the hearing, explaining all these matters, and we will have them all before us in that way and deal with them.

UNITED STATES NAVAL ACADEMY,
*Annapolis, Md., November 16, 1917.*

To: Bureau of Navigation.
Subject: Readjustment of pay of clerical, messenger, and police forces.
Reference: (*a*) Assistant Secretary of the Navy's letter on subject, dated November 10, 1917; (*b*) copy of report covering statutory positions required by paragraph 4 of reference (*a*); (*c*) H. R. 20632, "An act making appropriations for the naval service for the fiscal year ending June 30, 1918, Naval Academy civil establishments."
Inclosure: Reference (*b*).

1. Reference (*a*) contains recommendations of a board approved by the department covering the question of readjustment of pay of drafting, clerical, messenger, and police forces, but in view of the fact that many of these positions at the Naval Academy are statutory, such statutory draftsmen, clerks, messengers, and police force can not receive this increase except by congressional action.

2. The employees so affected are the clerks in the superintendent's office, the clerks in the commandant's office, the clerks in the office of the officer in charge of buildings and grounds, and clerks in the academic departments (one for each), the draftsmen in the office of the officer in charge of buildings and grounds, the messenger in the superintendent's office, and building attendants doing similar work in the academic departments, and the watchmen for the entire Naval Academy. To deprive these employees of an increase while other Government employees doing the same work receive such increase will be manifestly unjust and will create discontent and dissatisfaction to such an extent as to cause these employees to seek positions elsewhere where such discrimination will not be possible, and such a discontent will so seriously hamper practically all Naval Academy activities that I consider some remedial measures absolutely necessary.

3. The above employees are all paid under the appropriation covered by reference (*c*), and on account of the increased cost of living due to war conditions it has been found impossible to obtain and retain the full quota of employees covered by reference (*c*), and as a result of this a sufficient amount of this appropriation will remain unexpended on January 1, 1918, which, if it could be applied to additional compensation for the remainder of the year, would give an increase of salary to those employees almost, if not equal, to that provided in reference (*a*) for such employees.

4. It is therefore recommended that a bill or resolution be submitted to Congress for immediate action which will obtain such relief, and the following wording is suggested as a basis for such a bill or resolution:

"That the superintendent of the Naval Academy be authorized to use any funds appropriated for the Naval Academy civil establishments (H. R. 20632, an act making appropriations for the naval service for the fiscal year ending June 30, 1918, and for other purposes) remaining unexpended on January 1, 1918, to increase the pay of employees paid under this appropriation, in accordance with the schedule of pay approved by the department for such employees in other Government establishments: *Provided*, That the total expenditures for such purposes under this appropriation shall not exceed the amount of $387,993.20, the total amount originally appropriated above: *Provided further*, That no position existing at the time of the passing of this act be abolished, nor shall any new positions be created."

E. W. EBERLE.

[First Indorsement.]

NAVY DEPARTMENT,
BUREAU OF NAVIGATION,
*November 24, 1917.*

To: The Secretary of the Navy.
Subject: Readjustment of pay of clerical, messenger, and police forces.
References: (*a*) Department's letter of November 10, 1917; (*b*) superintendent, United States Naval Academy, Annapolis, Md., letter dated November 16, 1917.
Inclosure: Report.

1. Forwarded.

2. While the bureau recognizes that the pay of clerks, etc., at the Naval Academy is, in common with that of those in the department and at navy yards and naval stations generally, inadequate, it does not believe that the recommendation of the superintendent of the Naval Academy is practicable, and, therefore, can not approve it.

THOS. J. SENN,
*Captain United States Navy, Acting Chief of Bureau.*

[Second indorsement.]

NOVEMBER 27, 1917.

From: Office of the Secretary.
To: Superintendent, United States Naval Academy, Annapolis, Md.
Subject: Readjustment of pay of classified employees of the Naval Academy.

1. Returned.

2. The statutory employees of the Naval Academy occupy a position as to pay identical with that obtaining as to employees of the department proper, and the circular letter to commandants of navy yards, etc., of November 10, 1917, only referred to employees paid from lump-sum appropriations.

3. Not a single increase in pay has been recommended for any of the employees of the department proper and now that the estimates have been submitted a recommendation of that kind would seem to be precluded by the terms of section 4 of the act of June 22, 1906 (34 Stat., 449).

F. D. ROOSEVELT.

NOTE.—The specific recommendations, forwarded with this letter, were for a greater increase than that finally approved by the department for per diem men in the same positions, and, as the present recommendations for these positions, based on the per diem pay of similar ratings, have been inserted on page 23 of this hearing, the specific recommendations which accompanied this letter as an inclosure are omitted.

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NAVY DEPARTMENT,
*Washington, D. C., November 10, 1917.*

To: Commandants, navy yards, naval stations, and navy training stations; industrial managers; superintendent, Naval Academy; superintending constructors; inspectors of machinery; inspectors of ordnance in charge of torpedo stations and Naval Proving Ground, Indianhead; inspectors of ordnance; inspectors of hull material; inspectors of engineering material; navy purchasing officers.
Subject: Readjustment of pay of drafting, clerical, messenger, and police forces.

The following report has been submitted by the board to consider and adopt a suitable plan for increasing the compensation and reclassifying the pay of drafting and clerical employees at navy yards and stations:

"After discussion and deliberation, the board adopted the following:

"1. That draftsmen shall be classified and the rate of pay fixed as follows:

"(*a*) Copyist draftsmen, pay from $2.56 to $3.76 per diem, promotions to be made in increments of $0.24 per diem.

"(*b*) Draftsmen, pay from $4 to $8.80 per diem, promotions to be made in increments of $0.48 per diem.

"(*c*) Chief draftsmen and supervising draftsmen, pay from $6.40 to $13.12 per diem, promotions to be made in increments of $0.48 per diem.

"(*d*) That the rating of assistant ship draftsmen with pay from $2.80 to $4.48 per diem, as recently established by the Civil Service Commission, be continued in effect.

"2. That the clerical force shall be classified and the rates of pay fixed as follows:

"(*a*) Chief clerks and supervising clerks, pay from $5.12 to $8 per diem, promotions to be made in increments of $0.48 per diem.

"(*b*) Clerks, pay from $2.96 to $6.56 per diem, promotions to be made in increments of $0.24 per diem, and the maximum pay of clerks (minor) be limited to $3.44 per diem.

"(*c*) Messengers, pay from $2 to $2.72 per diem, promotions to be made in increments of $0.24 per diem.

"(*d*) Messenger boys, pay from $1.52 to $2.24 per diem, promotions to be made in increments of $0.24 per diem.

"(*e*) Policemen, pay from $2.80 to $3.28 per diem, promotions to be made in increments of $0.24 per diem."

The department's approval of the board's recommendations follows:

"The rates of pay for clerical, drafting, messenger, and police forces at navy yards and stations and independent offices, as recommended by the board, are approved."

FRANKLIN D. ROOSEVELT,
*Assistant Secretary of the Navy.*

Mr. TALBOTT. How many of these people will have their salaries raised by statute?

The CHAIRMAN. A great many of them. There are two or three pages of them here.

Mr. VINSON. All these are regulated by statute?

The CHAIRMAN. Yes.

Mr. BRITTEN. Why are machinists, for whom we appropriated the $1,520 last year, left out of this bill on page 98?

Capt. STANDLEY. The item of machinists and other employees, under the Department of Marine Engineering and Naval Construction, on page 98, has been included in the bill heretofore and has been crossed out in this bill. The estimates were reduced on that. These are per diem men and they are men actually employed. Their wages are fixed by the wage schedule. We asked that this estimate be made $12,432.36 to cover actual wages. These were cut in the department, and these men then can not, if that estimate of $9,515 goes in, receive the pay now provided by these rates in the wage schedule.

Mr. BRITTEN. Why was the item eliminated apparently from the bill entirely by the department?

Capt. STANDLEY. I think that it was because at the end of the bill they have entered a proviso, providing $75,000 to be expended at the discretion of the Secretary of the Navy——

The CHAIRMAN. That is on page 99 and the top of page 100?

Capt. STANDLEY (continuing). For employing additional temporary force. That, I think, was supposed to include this item, but it should not include the item, because these employees are permanent employees. These men have been there 10 or 15 years.

The CHAIRMAN. How much is it you want?

Capt. STANDLEY. $12,432.36. That covered the actual wages of these men as provided for in the wage schedule.

Mr. BRITTEN. Then the language now stricken from the bill should be retained in that bill according to your idea?

Capt. STANDLEY. Yes; except the figures, which should be $12,432.36.

Mr. MUDD. Could we equalize the pay of these statutory employees with that of the per diem men if we make a flat increase of, say 15 per cent in this bill? Could we cure this inconsistency in that way?

The CHAIRMAN. He has recommended a specific increase in that different amount to equalize that. We will have it before the committee.

Capt. STANDLEY. We can give you those, but we haven't it in our letter. This letter covers some of them. We have various letters covering practically the entire bill.

The CHAIRMAN. I ask you to insert all of them in your hearing, so we will have them before us.

Capt. STANDLEY. I will do so, Mr. Chairman.

(The revised recommendations have been inserted on page 352.)

Mr. MUDD. Do I understand that recommendation comes to the committee, or does it go to the Secretary of the Navy?

The CHAIRMAN. It is before us now.

Capt. EBERLE. This is a copy of what has been sent to the Secretary of the Navy.

Mr. LITTLEPAGE. On page 97, Capt. Standley, under the head of "Department of seamanship," you ask for "two coxswains, at $480, three seamen, at $420 each," and in all, $2,220. What do these men do and how many hours of service do they render daily?

Capt. STANDLEY. They are eight-hour men.

Mr. LITTLEPAGE. What do they do?

Capt. STANDLEY. They are used in handling gear that is used in instructing the midshipmen, and lines, knots, and models and various things of that kind in the department which have to be looked out for by a man who has some nautical knowledge.

Mr. LITTLEPAGE. They have to be skilled men?

Capt. STANDLEY. Yes, sir.

Mr. LITTLEPAGE. Are they married or single men?

Capt. STANDLEY. That I can not say.

The CHAIRMAN. I should imagine that with that compensation they are men of rather a low order of ability.

Mr. HICKS. I suppose they are old sailors?

Capt. EBERLE. They are old sailors, most of them retired.

Mr. LITTLEPAGE. Don't you think that is a very small consideration for the services?

Capt. STANDLEY. These men are usually retired. It is not hard to get retired naval men who draw a small pension from the Government, and they draw this additional salary.

Mr. LITTLEPAGE. What pension do they get?

Capt. STANDLEY. They get retired pay, depending on their rating when they were retired.

Mr. LITTLEPAGE. Approximately, how much do they get?

Capt. STANDLEY. I should say about $25 a month, probably $300 a year.

Mr. CONNELLY. These men just get this small pay?

Capt. STANDLEY. Yes. It gives these men a chance to make this much more money above their pension or retired pay.

Mr. LITTLEPAGE. Are they aged men?

Capt. STANDLEY. Most of them are old-timers.

Mr. LITTLEPAGE. And this in addition to their retired pay.

Capt. STANDLEY. Yes, sir. We have had no trouble in getting men for that position.

Mr. BRITTEN. Has there been recommended an increase in the pay of statutory employees that has not been covered in the bill, or have all the increases for any that have been recommended by the Naval Academy been incorporated in the new bill?

Capt. STANDLEY. No, sir; the recommendations are not incorporated in the bill. The bill contains estimates that were submitted on September 5, and in many cases these estimates that were submitted have been cut in this bill.

Mr. MUDD. Just what estimates were they and what recommendations did you make?

Capt. STANDLEY. On page 96, the first item that has been cut was under "Shelf assistants, one at $1,100 and one at $1,000." We recommended that man to get $1,100 to bring him up to the same pay as the man who was doing identical work in the same office in the library.

The CHAIRMAN. In other words, two shelf assistants at $1,100?

Capt. STANDLEY. Yes. The next item, on the same page, is "Clerks, two at $1,700 each." We recommended $1,800 for those.

The CHAIRMAN. What are they getting now?

Capt. STANDLEY. They are getting $1,700 now, and there are three others doing almost the same work at the Naval Academy whose pay has been raised on the per diem basis to $1,900.

Mr. MUDD. They do the identical work, do they not?

Capt. STANDLEY. Not identical, but so nearly similar that it might be called identical work. Some of them are working in the same office.

Mr. CONNELLY. Those are civilians?

Capt. STANDLEY. Yes, sir.

Mr. MUDD. Why did you not recommend those men for $1,900?

Capt. STANDLEY. We did in the recommendations to the department covering statutory positions. We made the same recommendations for those men as we did for the per diem men, but they could not be handled because they are statutory men and they could not be raised without congressional action.

Mr. MUDD. How long have they been working in this department, and are they efficient employees?

Capt. STANDLEY. One of them has been in the Naval Academy 51 years.

Mr. BRITTEN. He must have been born there.

Capt. EBERLE. He went to Newport with the academy in the Civil War.

Mr. CONNELLY. I want to ask in regard to the civilian employees. How do they compare with a year ago in number? I mean on the ground and in the heating and lighting departemnt, and so on? Has there been any general increases along that line?

Capt. STANDLEY. There has not, as covered by this bill, but we have had to increase the number of per diem men considerably. Do you mean the pay increase or the number increase?

Mr. CONNELLY. I am most interested in the number, but not in the pay.

Capt. STANDLEY. The number has been increased.

Mr. CONNELLY. They are covered by the same lump appropriation?

Capt. STANDLEY. Yes; they are covered by the same lump appropriation. They are per diem men. These men in the department of buildings and grounds are per diem men, and they partake of any raise made by the wage board on the wage schedule.

Mr. CONNELLY. What prompted me to ask this is that a year or two years ago, when we went into this matter quite fully, I recall we developed the fact that in the heating and lighting plant over there you employed 73 men, and in an ordinary city of the same size I think they probably employ about one-third that number. I wondered if you had kept increasing them, if you found extra room for them, or whether you put more in that same building.

Capt. EBERLE. The men we employ under that general head are outside men as well as inside men. They are not just operating the power plant.

Mr. CONNELLY. I took this as an example.

Capt. STANDLEY. Under the power plant proper we have a watch of 13 men in three watches, a total operating gang of 39 men. The rest of these men under power plant are outside men, shopmen.

Mr. CONNELLY. Electricians, wiremen, and men of that kind?

Capt. STANDLEY. Electricians, pipe fitters, engine tenders, elevator operators, oilers, machinists, cable splicers, coppersmiths, tinsmiths, etc. They do all the trades' work of the Naval Academy, and they are all carried under the power-plant gang; but, as a matter of fact, the operating gang has not increased and does not increase because the boilers or machinery have not increased. But the outside gang has increased.

Mr. MUDD. Haven't you instructors, mechanics who are trade instructors, statutory men who receive less pay than mechanics on a per diem basis?

Capt. STANDLEY. I spoke of that a few moments ago. There is one instance in the marine engineering and naval construction department of machinists who receive less pay than mechanics on a per diem basis. They are not carried as instructors; they are carried as machinists, but they do assist a great deal in the instruction of the midshipmen. They are in a supervisory capacity and get less pay than the per diem men under them.

Mr. KELLEY. What is to prevent your discharging them and hiring them by the day?

Capt. STANDLEY. We haven't got the money. They have to be paid under a specific appropriation.

Mr. BRITTEN. I want to add right along that line that if these additions are incorporated in his recommendations which have already been suggested to go into the hearing, it is not necessary to take them up individually.

Capt. STANDLEY. They are not covered individually. It would entail rewriting almost the entire bill to do that, and I thought that the simplest way, if it could possibly be done, was a discretionary 15 per cent raise.

Mr. BRITTEN. In the absence of that, it will be necessary for you to point out to the committee just where the increases in personnel or in salary have been recommended.

Capt. STANDLEY. Then I will have to go through this item by item.

Mr. MUDD. I don't think that would be necessary. It would apply to all statutory employees, would it not?

The CHAIRMAN. He does not propose an increase of 15 per cent. He said a lump sum appropriation giving the necessary authority in his discretion to increase out of a lump sum appropriation the statutory employees. If we are dealing with statutory clerks, we ought to fix them ourselves.

Mr. MUDD. But there are so many statutory employees that we can not enumerate them all.

The CHAIRMAN. Every one of them is enumerated in the bill, and all he has to say is what he recommends for each one of them.

Mr. VINSON. And the reason why.

The CHAIRMAN. Let him go ahead and finish his answer.

Capt. STANDLEY. On page 96 there are two clerks at $1,700 who were recommended for $1,800; four clerks at $1,500 who were recommended for $1,600.

The CHAIRMAN. They are now getting $1,400?

Capt. STANDLEY. Yes.

Mr. TALBOTT. Are those statutory?

Capt. STANDLEY. Yes; these are all statutory. Four clerks at $1,100 were recommended for $1,400.

Mr. BRITTEN. Just why is an increase of $300 recommended for those four clerks when in most other instances your recommendation provides for but $100 or $200?

Mr. TALBOTT. He is only getting $1,100, and even when he comes to $1,400 he does not get the salary the other man gets.

Mr. BRITTEN. I thought it might be because of their doing some special work.

Capt. STANDLEY. No, sir; it is not for special work. It is to provide adequate compensation in order that we may be able to get and retain the class of men required.

Capt. EBERLE. It is difficult to get the men.

Capt. STANDLEY. Recommendation has been effective that the minimum pay of clerks be $1,000, and the pay of other clerks be increased correspondingly, and these men came under that proposed increase of pay.

The CHAIRMAN. I want to ask one general question at this point. You can set out in your hearings the different ones, without taking your time to go through the bill now. Set out the reasons for each one of them in your hearings when they are sent to you for revision.

1. The following gives in full the Superintendent's recommendations for increase in pay of statutory employees as well as the increase requested under the headings "Current and Miscellaneous Expenses, Naval Academy," and under the heading "Maintenance and Repairs, Naval Academy."

2. There are two reasons for the recommended increase, as follows:

First: To bring the pay of these statutory men on an equality with the pay of per diem men in similar positions.

Second: In cases, where there are no similar per diem positions increases are recommended on account of the increased cost of living. The second reason applies equally to all employees.

3. In considering these recommendations the committee should bear in mind that these statutory men now receive and will continue to receive until July 1, 1918, pay based on estimates submitted in September, 1916, while the per diem men received an increase on January 1, 1917, and again on November 1, 1917, and again on January 1, 1918.

4. If anything is done for the employees in a general horizontal percentage basis the statutory men provided for in this bill should receive this horizontal percentage increase over and above the pay provided in this bill. Last year this was not the case as the clause providing for the 5 and 10 per cent increase contained a proviso "that in computing said 10 per cent and 5 per cent increases of salaries, the specific increases of salaries made in this act shall be included as a part of such increase," and the per diem men receive the horizontal percentage increase on their full pay plus increases which have been actually made while the statutory men received this horizontal increase on their pay provided in the bill less any increase for which the bill specifically provided. This discrimination against the statutory men is obvious and should be avoided, if possible.

NAVAL ACADEMY.

PAY OF PROFESSORS AND OTHERS, NAVAL ACADEMY: Pay of professors and instructors, including one professor as librarian, $235,000 (or $244,000 if superintendent's recommendation on page 2 of this hearing is approved); 1 swordmaster, $1,700; assistants—one, $1,500; one, $1,300; head master in physical training, $2,000; instructors in physical training—one, $1,800, two at $1,500 each, three at $1,300 each; assistant librarian, $2,400; cataloguer, $1,600; shelf assistants, two at $1,200 each; secretary of the Naval Academy, $2,500; clerks—two at $1,900 each; two at $1,700 each; two at $1,600 each; four, at $1,400 each; four, at $1,200 each; seven, at $1,100 each; seven, at $1,000 each; draftsman, $1,700; surveyor, $1,500; services of organist at chapel, $300; captain of the watch, $1,200; second captain of the watch, $1,100; twenty-two watchmen, at $1,025 each; three telephone switchboard operators, at $660 each; mail messenger, $1,100. In all, pay of professors and others, Naval Academy, $326,030..... $326,030.00

The necessity for the increase in the amount for pay of professors and instructors, including one professor as librarian, was fully explained by the superintendent in this hearing and is also explained in the letter inserted on page 4 of these hearings.

See note at end of these recommendations.

DEPARTMENT OF ORDNANCE AND GUNNERY: Leading ordnanceman, $1.200; electrician, $1.380; ordnancemen—one, $1.080; one. $950; one. $840; Ordnance helpers—two at $780 each. two at $740 each (additional); storeroom and record keeper, $840 (additional). In all. $9 330 ..... $9, 330. 00

The "additional employees" under this head are necessary on account of the increase in the number of midshipmen and should be made permanent employees.

See note at end of these recommendations.

DEPARTMENT OF ELECTRICAL ENGINEERING AND PHYSICS: Instrument maker $1.500; three electrical machinists. at $1.480 each (specially skilled); mechanic (specially skilled), $1,480; laboratorian, $1.500. In all, $8,920 ..... 8, 920. 00

See note at end of these recommendations.

The change of designation of one employee from "mechanic" to "instrument maker" is fully explained on pages 51 and 52 of these hearings.

The term "specially skilled" more properly describes the class of employees and gives them the same designation used in the wage schedule for per diem employees doing similar work.

The position of laboratorian at $1 000 is vacant. as no one who can pass the necessary examination will acept the position at that pay; $1.500 is the pay of laboratorians at the experiment station, Naval Academy.

DEPARTMENT OF SEAMANSHIP: Two coxswains. at $500 each; three seamen. at $450 each. In all. $2,350 ..... 2, 350. 00

See note at end of these recommendations.

DEPARTMENT OF MARINE ENGINEERING AND NAVAL CONSTRUCTION: Master machinist. $2 000; assistant $1 600; pattern maker. $1.600; boiler maker, blacksmith, machinist. electrical; two machinists, molder. and coppersmith (all specially skilled). at $1.480 each; pattern maker and blacksmith, at $1 250 each; instructor in mechanical drawing. $2.100; machinists and other employees. $12,432.65. In all. $32 592.65 ..... 32, 592. 65

See note at the end of these recommendations.

The term "specially skilled" more properly describes the class of employees and gives them the same designation used in this wage schedule for per diem employees doing similar work.

COMMISSARY DEPARTMENT: Chief cook, $1,500; cooks—fourteen at $900 each, eighteen at $600 each; stewards—one at $1,800, four assistants at $1,200 each; head waiters, two at $900 each; assistant head waiters, six at $720 each; head pantrymen, two at $900 each; bakers—chief at $1,500, nine at $960 each, nine at $720 each; butchers, head at $960, four assistants at $780 each; firemen, six at $600 each; seamstresses, four at $600 each; clerks (stenographers), two at $1,080 each; clerks (typists), three at $900 each; chauffeurs (truck drivers), five at $1,080 each; chief clerk and purchasing agent, $1,800 (additional); and unclassified labor as follows: Pantrymen, bakers' helpers, butchers' helpers, waiters, coffeemen, dish pantrymen, utility men, linen men, and scullions (wages in no case to exceed $50 per month), $110,100; in all, $188,280 ..... 188, 280. 00

The increase in the number of commissary employees is due to the increase in the number of midshipmen (estimated for next year at 2,100) and the number of employees in each rating is based on the following table:

| | |
|---|---|
| Stewards | 1 in charge of mess. |
| Assistant stewards | 1 for each 1,000 midshipmen, or fraction, plus 1 account of barracks. |
| Head baker | 1 in charge of bakery. |
| Chief cook | 1 in charge of kitchen. |
| Cooks | 1 for each 150 or fraction. |
| Assistant cooks | 1 for each 120 or fraction. |
| Bakers | 1 for each 225 or fraction. |
| Assistant bakers | 1 for each 225 or fraction. |

Head pantryman.....1 for each 1,800 or fraction.
Head butcher.....1 in charge butcher shop and cold storage.
Assistant butchers.....1 for each 500 or fraction.
Seamstresses.....1 for each 600 or fraction.
Stenographers.....1 for each 1,000 or fraction.
Typists.....1 for each 600 or fraction.
Firemen.....1 for each 500 or fraction, plus one account of barracks.
Chauffeurs (truck).....1 for each commissary truck.
Head waiters.....1 for each 2,000 or fraction.
Assistant head waiters..1 for each 500 or fraction, plus one account of barracks and one account of each extra mess hall.

*Pay per month.*

| Number estimated for. | Compensation. | Remarks. |
|---|---|---|
| 105 waiters (captains')..... | $30.00 | 1 for each 11 plus 10 per cent. |
| 105 waiters..... | 25.00 | 1 for each 11 plus 10 per cent. |
| 8 bakers' helpers..... | 40.00 | 1 for each 300. |
| 2 butchers' helpers..... | 50.00 | 1 for each 1,000. |
| 20 coffeemen..... | 50.00 | 5 for each main serving room, plus 1 account of barracks and 1 account of each extra mess hall. |
| 10 pantrymen..... | 50.00 | 2 for each serving room. |
| 6 dish pantrymen..... | 40.00 | 1 for each dishwasher. |
| 4 linen men..... | 45.00 | 1 for each 600 or fraction. |
| 10 utility men..... | 50.00 | 1 helper for each truck and 1 for each set of storerooms. |
| 12 scullions..... | 40.00 | 1 for each 200 or fraction. |
| 2 attendants..... | 40.00 | 1 for office up to 1,800 men, after that one additional. |

The increase of pay under this heading is absolutely necessary to obtain competent employees. These wages are actually being paid now. The difference between the pay provided for in last year's bill and that actually being paid has to be paid by the midshipmen from their own pay.

The additional employee "chief clerk and purchasing agent, $1,800" is now employed and is paid by the midshipmen. Where there is such a large quantity of provisions and perishables to be purchased and shipped daily it is absolutely necessary to have an expert buyer to perform this duty exclusively.

The lumping of unclassified employees will give a more elastic force and will work for economy and efficiency. It will permit the laying off of some of these employees during the summer months when the midshipmen are on the summer cruise or on leave, and will permit the employment of a greater number when they are needed during the academic year. This same request was made last year.

DEPARTMENT OF BUILDINGS AND GROUNDS: One messenger to superintendent, $750; necessary building attendants, $34,200. In all, $34,950..... $34,950.00

See note at end of these recommendations.

See explanation on page 27 of these hearings.

The amount of $34,200 requested will provide for the 45 building attendants already authorized, with pay at $600 per annum and will also provide for 12 additional attendants, at the same pay, that will be needed when the new wings to Bancroft Hall and the addition to Isherwood Hall are completed this fall.

To provide for an additional temporary force of employees during the existing emergency, $75,000..... 75,000.00

While this fund is primarily to provide for employees, the need for which can not be foretold, still the use of the Marine Barracks and the reserve officers' quarters at present requires an additional force which will only be needed as long as these buildings are in use, as follows: Eleven clerks, 15 additional watchmen, 2 assistant chief masters at arms, 27 additional attendants, amounting to a total of about $50,000, so the $75,000 is not considered any too large.

| | |
|---|---|
| CURRENT AND MISCELLANEOUS EXPENSES, NAVAL ACADEMY: Increase recommended, $28,650. See explanations in letter of Jan. 4, 1918, inserted on page 4 of this hearing. In all, current and miscellaneous expenses, Naval Academy, $98,800 | $98,800.00 |
| MAINTENANCE AND REPAIRS, NAVAL ACADEMY: Increase recommended, $57,000. See explanation in letter of Jan. 4, 1918, inserted on page 4 of this hearing. In all, maintenance and repairs, Naval Academy, $510,936 | 510,936.00 |
| IN ALL, NAVAL ACADEMY, exclusive of public works (or, if the superintendent's recommendation on page 2 of this hearing is approved) | 1,287,188.65 |
| IN ALL, NAVAL ACADEMY, exclusive of public works | 1,296,188.65 |

NOTE.—The enormous increase in the cost of living has caused an increase of wages for all classes of employees throughout the country. All per diem Government employees are now receiving this increase. The above recommended increases will place the pay of these statutory employees on an equality with the pay now being received by per diem employees doing similar work and will also provide a living wage for such employees.

The CHAIRMAN. We all recognize at the present time conditions are abnormal, and if a statutory increase is not granted, it is very difficult to ever get an increase. Should there be a statutory increase in all these, under these abnormal times, to be made permanent?

Capt. STANDLEY. No, sir.

The CHAIRMAN. In other words, the conditions are very abnormal at the present time, as we all recognize, and if these statutory increases are made, should they not be made temporary?

Mr. LITTLEPAGE. During the war?

The CHAIRMAN. And a permanent adjustment when conditions get back to normal.

Mr. KELLEY. It always seemed to me salaries are very low all along the line.

Mr. EBERLE. I think so, too, Mr. Chairman. I do not believe you will ever be able to get good men at lower prices than we are asking here.

Mr. KELLEY. I have had figures from all the principal schools and universities in our State, and these figures are far below the general average.

Mr. BUTLER. How do the expenses at Annapolis compare with those at Washington—living expenses?

Capt. EBERLE. I think about the same.

Mr. BUTLER. It has always seemed to me the pay of these men was very low. I don't know how it has impressed you.

Capt. EBERLE. I have lived in both places, and I have not seen much difference in the cost of living.

Mr. LITTLEPAGE. They can not live here for those salaries.

Capt. EBERLE. In the past rents of small houses may have been a little less, but this year the rents are simply tremendous, they have practically gone up from 30 to 50 per cent. I think, in answer to the chairman's question about the temporary nature of these salaries, that these salaries are the only just salaries for all time for these people. I do not think they ought to be cut down if you are going to attempt to get good men. The men we have down there in clerical work, in the tabulation of academic work, etc., must be skilled. The work these men have to do is of a very expert nature, and it is a great drawback to us when we lose these people, and we are losing

them all the time because they get higher salaries in Washington or other places.

Mr. MUDD. Will you not have trouble in retaining these men unless they get raised to the same basis as the per diem men?

Capt. EBERLE. Yes, sir. We have lost a number of them already.

Mr. MUDD. As a matter of fact, you have lost a great many valuable men who are necessary employees, on account of the fact they were not on an equal basis with the per diem men?

Capt. EBERLE. Yes, sir.

The CHAIRMAN. Let us return to page 99 of the bill. I notice here under "Department of Buildings and Grounds," you have "Necessary building attendants, $21,600." That estimate was submitted before the recent increase authorized. Will that still be sufficient?

Capt STANDLEY. No, sir. We have a memorandum here, and that should be increased to $34,200.

The CHAIRMAN. Will you need all of that $34,200? How much will you have to increase your attendants?

Capt. STANDLEY. That increase, Mr. Chairman, is partly for increased compensation and partly for increased number of men. These men now get $400 a year, and we can not possibly get these men at that pay. We have got to get along without them. We simply can not get them without paying them higher wages.

The CHAIRMAN. Is the $400 fixed by statute?

Capt STANDLEY. It was fixed by statute. In this bill it has been changed to "Necessary building attendants, $21,600."

The CHAIRMAN. Will you put in your hearings a statement of the number of employees and the compensation to be paid to those employees under your lump-sum appropriation here of $34,200 which you want, and also give us the number you will need and the compensation that will be paid each one?

Capt. STANDLEY. Yes, I will do so.

(These data have been included in the revised recommendations inserted on p. 23.)

The CHAIRMAN. You are asking for a new provision, "For employment of such additional temporary force of employees in the various departments of the Naval Academy as in the judgment of the Secretary of the Navy may be necessary to the transaction of official business on account of the existing emergency, $75,000." Tell us, Capt. Standley, how that is to be used and the necessity for it. We have been increasing the others in the statutory employees. Tell us now about this, and the necessity for it.

Sapt. STANDLEY. We asked in the original estimates for certain additional men. We asked for 10 additional clerks and for additional civilian employees in various departments. These were all eliminated and apparently grouped under this head. This recommendation came from the department and not from the Naval Academy.

Mr. KELLEY. Does the amount correspond with the sum total which you asked for additional help?

Capt. STANDLEY. Practically so; yes, sir. It amounts to the number that was cut out; but even that was put in before we got the additional midshipmen. That $75,000 will be needed.

The CHAIRMAN. How much will you need with this additional authorization?

Capt. STANDLEY. You mean for the additional midshipmen, Mr. Chairman?

The CHAIRMAN. Yes. For what purpose do you want that sum of $75,000?

Capt. STANDLEY. We do not want to increase that $75,000. We wanted to let that stay in, but we wanted some of these items revised, as we have in the $12,000 item, and with that put back we will be able to take care of the additional employees, we hope.

The CHAIRMAN. Then, if you should restore this $12,432.36, the $75,000 will not have to be increased?

Capt. STANDLEY. There is one other proviso, and that is that the Commissary Department is taken care of. That is the most important change we have to make in the entire bill.

The CHAIRMAN. You have told us in your letter all about that, have you, Captain?

Capt. EBERLE. Yes, sir. We will submit an entirely new bill for that. (Included in revised recommendations inserted on page 23.)

Capt. STANDLEY. With those corrections, the $75,000 will take care, so far as we can foresee, of the additional employees.

The CHAIRMAN. This $75,000 was recommended before Congress authorized the increase in the number of midshipmen. Why was it that under the previous authorizations you needed so many more employees than were authorized in the last bill, without Congress having authorized an increase in the number of misdshipmen?

Capt. STANDLEY. The increase in the number of midshipmen made last year is progressive; that is, we get a large class in when the increase is first made and then the number of midshipmen will increase up to a certain time. We expected to have next year about 1,700 midshipmen.

The CHAIRMAN. How many have you there now?

Capt. STANDLEY. We had about 1,450 to start with this year.

Mr. TALBOTT. Have you any of them housed in the marine barracks?

Capt. STANDLEY. Yes, sir; we have 200 over there.

Capt. EBERLE. In addition to the midshipmen, we have had an average, since the 5th day of July, of 300 reserve officers. They are quartered and messed with the midshipmen, and these employees attend to them. We have been maintaining practically 1,850 persons under instruction with our present appropriation, and we have come about to our limit. We take in another class on the 11th of February of 450 reserve officers.

The CHAIRMAN. Ought not those to be paid out of the reserve appropriations?

Capt. EBERLE. They put up the quarters for them out of that, but in the academic departments we alternate them with the midshipmen in the recitations and drills, and we could not have one set of employees for the midshipmen and another for the reserve officers. It would be more expensive and would not be good business.

The CHAIRMAN. What I was asking is how it was that that department injected the reserve officers into the Naval Academy appropriation.

Capt. EBERLE. It is a condition we had to meet; that is all. Next year we will have practically 2,000 midshipmen, and if the war continues we will probably have a class of reserve officers there to our limit.

The CHAIRMAN. The thing I want to get before the committee is that, even under the former increase, the building up in the academy is progressive. You add a little more each year to the number of classes increased up to four years before you get the full number?

Capt. EBERLE. Yes, sir.

The CHAIRMAN. The next item is current and miscellaneous expenses. That is an increase from $43,500 last year to $60,900 this year. That estimate was submitted before the recent authorized increase. Will that amount be sufficient for that purpose?

Capt. STANDLEY. No, sir. We have recommended that that amount be increased to $89,550.

The CHAIRMAN. You have to buy more books and more instruments, I presume?

Capt. EBERLE. More machinery also.

Capt. STANDLEY. They are increasing this marine engineering and naval construction building by the addition of a new wing.

Mr. CONNELLY. Does this appropriation cover the cost of the building?

Capt. STANDLEY. No, sir; but this appropriation is to purchase machine tools, lathes, equipment, etc., for the instruction of midshipmen which goes into these buildings. There is a $25,000 estimate there for the purchase of lathes, and the balance is for the instruments, etc., and then there is an increase in stationery in the various departments, on account of increase in the incoming fourth class—in the department of mathematics, the department of English, the department of modern languages, and the department of marine engineering and naval construction.

The CHAIRMAN. You spoke about machinery. Do you use any of them in the experiment station building?

Capt. STANDLEY. No, sir; in the addition to the new building which is not yet completed.

Capt. EBERLE. We hope to have that finished in the spring.

The CHAIRMAN. The next item is purchase, binding and repair of books for the library, $2,500. Will that be sufficient?

Capt. EBERLE. Yes, sir.

The CHAIRMAN. Next is for expenses of the Board of Visitors to the Naval Academy, $3,000. Then the next item is for contingencies for the superintendent of the academy, $3,000.

Capt. EBERLE. That is sufficient. With all the missions we have had visit us, we have run pretty close, but I think we will be able to pull through.

The CHAIRMAN. For contingencies for the commandant of midshipmen, to be expended in his discretion, $750.

Capt. EBERLE. The commandant has no contingent fund and being directly in charge of midshipmen he has a great many people to entertain, and I think he ought to have this small amount.

Mr. BUTLER. Is that an emergency measure?

Capt. EBERLE. No, sir; that is permanent.

The CHAIRMAN. That is just giving a contingent fund to commandant of midshipmen.

Capt. EBERLE. We have to give the youngsters as much home life as we can. It is a part of their education and it saves a good many of them from being homesick. The parents come, and we have them in at various times, and the commandant has to have them in also because I can not handle all of them.

Mr. BROWNING. Is $750 enough?

Capt. EBERLE. We thought $750 would be a good amount to start with, but if this amount could be increased to $1,000, and be made immediately available, this additional $300 could be used to excellent advantage with reserve officers and midshipmen who will be at the academy during the spring.

The CHAIRMAN. We are giving the superintendent $3,000 now.

Mr. BRITTEN. What has been done with the item of $3,000 for the Board of Visitors? Has that been expended during the past two or three years?

Capt. EBERLE. There is some of that left. Very little of that has been used. It generally goes back into the Treasury.

The CHAIRMAN. The next item is $450,000 for maintenance and repairs at the Naval Acaedmy. That is a slight reduction under last year. Will that meet your needs?

Capt. STANDLEY. No, sir.

The CHAIRMAN. You had a deficiency of $80,000 last year, making altogether $545, 000.

Capt. STANDLEY. We have asked for an additional $57,000 over that $450,000.

Mr. BROWNING. That seems to be a reduction of $80,000.

The CHAIRMAN. It is more than that. Last year they had $545,000 altogether.

Mr. MUDD. Was that reduction made by the department?

The CHAIRMAN. I am trying to get the information now. With reference to these repairs and maintenance, if you had a very large amount last year and made a lot of permanent repairs you might be able to reduce it this year?

Capt. STANDLEY. We had for last year an item of $75,000 which was available for converting the marine barracks for use of the midshipmen.

The CHAIRMAN. That is not in this item?

Capt. STANDLEY. Yes, sir; that was included in maintenance and repairs.

The CHAIRMAN. Yes, that is correct. How much will you need this year for your maintenance and repairs?

Capt. STANDLEY. We would like to have that increased by $57,000, making it $507,000.

The CHAIRMAN. What is the general state of repair of the various buildings there?

Capt. STANDLEY. The permanent buildings are in a fair state of preservation. The terrace roofs of Bancroft Hall, which we have spoken of before, I believe, are going to be repaired.

The CHAIRMAN. That is perpetual motion, is it not?

Capt. STANDLEY. It will be until it is repaired. When they get the repairing completed the perpetual motion will cease.

The CHAIRMAN. It never has heretofore.

Capt. STANDLEY. They did not repair it right. They are going to take the roof off and put another one on of different construction, which will rectify the trouble due to expansion and contraction.

The CHAIRMAN. They told us they had reached a complete settlement of it heretofore.

Capt. STANDLEY. That may be the case this time, but the engineering experts tell us if they change the construction which they have

there now and put on a flat roof construction they will have no more trouble with it. They did not before allow for expansion and contraction in the roof.

The CHAIRMAN. You have a vast surface there that is flat, that has no incline, or practically no incline, and the water that falls on that roof, covering that great area, is almost standing water. It runs off so slowly that it is practically standing water. In repairing that roof should you not change the plans and have a little slant on it so the water will run off more rapidly?

Capt. STANDLEY. They have provided for the drainage of the roof to the various drainage openings. While the roof is apparently flat, still it slopes along to these various drainage openings.

The CHAIRMAN. I understand that theoretically it does, but my recollection is that it is something like an inch of slope for a great number of feet.

Capt. STANDLEY. The trouble is in the drainage places and not in the slope of the roof. That is being corrected in the new design.

The CHAIRMAN. They have these cobblestones in there, with a kind of pitch or tar or asphalt or something in between them, with practically a flat roof, as it seems from walking over the surface, and the contraction and expansion due to changes in temperature are working crevices between the rock and the asphalt or tar or whatever it is, and we have had perpetual trouble with that. I am speaking now of the one that covers the dining room or mess hall.

Capt. EBERLE. There are two others in front with which we have the same difficulty.

Mr. LITTLEPAGE. It looks to me like the true test would be, does the roof leak?

The CHAIRMAN. Yes, it leaks, and they have to repair it every year or two. That is the reason I said it was perpetual motion. Captain, what is the size of the mess hall there which is covered by this flat roof?

Capt. STANDLEY. About 400 feet long by 80 feet wide.

Capt. EBERLE. We can seat 1,600 people in the mess hall.

The CHAIRMAN. There is practically a flat roof on top of that surface. Glancing over it with the eye, there is practically no slope or incline to it. It has always occurred to me, from a common-sense viewpoint, that in the center of that there should be a little rise to bring about a little slope to the drains on either side.

Capt. STANDLEY. That entire roof will be renewed in connection with the wing extension to Bancroft Hall, connecting up with the mess hall.

Mr. LITTLEPAGE. How long has that roof been in that condition?

Capt. STANDLEY. It was completed in 1909, and it has been gradually getting worse as the years go on.

Mr. LITTLEPAGE. And we have been appropriating from year to year since that time to fix that flat roof?

The CHAIRMAN. Not every year, but every two years or so.

Capt. STANDLEY. They have strengthened it by putting supports underneath to keep it from falling.

The CHAIRMAN. It was a failure from the beginning.

Mr. BUTLER. It is not the fault of the present management of the Academy?

Capt. STANDLEY. Oh, no, sir.

Mr. BUTLER. It was the fault of the architect in the first place?

Capt. STANDLEY. Yes, sir.

Mr. HICKS. Why isn't this roof fixed now so it will be right, and then we will not have to have these continual repairs made?

The CHAIRMAN. That is what he is asking for.

Under Public Works, at page 53, "Buildings and Grounds, Naval Academy, Extension of Bancroft Hall," you are asking for $1,850,000, and you are asking to increase the limit of cost from $2,700,000, as heretofore authorized, to $2,850,000, an increase of $150,000. Tell us about that, and tell us how it is progressing.

Capt. STANDLEY. When the appropriation was made for the extension of Bancroft Hall it was made by the Bureau of Yards and Docks, and estimated for under conditions which were entirely different from the conditions under which the building is being constructed. When the proposals were sent out for the contract for this building it was impossible to get contractors to take the building at the price, so the Bureau of Yards and Docks awarded the contract under the cost-plus basis and estimated that they have saved, I believe, $100,000 by awarding the contract along those lines. The great increase in the cost of material and in transportation and in labor has been carefully figured out in the bureau and it has been estimated that this amount will be necessary to complete Bancroft Hall.

The CHAIRMAN. You speak of the cost in transportation. There is no increase in the rate?

Capt. STANDLEY. Not in the freight rates, but in handling.

The CHAIRMAN. In labor of handling?

Capt. STANDLEY. In the labor of handling, yes, sir; this is on the cost-plus basis, so the Government pays for all of it.

Mr. OLIVER. The lowest competitive bid you had on that was about $600,000 in excess of the appropriation, I believe?

Capt. STANDLEY. That is my memory.

Mr. OLIVER. We went into that very fully in our subcommittee hearings.

The CHAIRMAN. The next item is improvements of central power plant and distributing systems, $325,000, instead of $300,000 last year. What improvements are contemplated to the power plant?

Capt. STANDLEY. Under those improvements we are putting in the additional boiler in the power plant.

The CHAIRMAN. What will that cost, estimated?

Capt. STANDLEY. The estimated cost when we put these estimates in was about $11,000. I do not think they can be done for $20,000 now. They are doing it on the cost-plus basis.

Mr. BROWNING. Is there any danger of water washing the foundation from underneath that boiler? You know last year we had a break in the sea wall, and if that break has not been fixed, is there any danger there at this time?

Capt. STANDLEY. It is still washing there, sir.

The CHAIRMAN. We have a diversity of opinion about that. We appropriated $75,000 to repair that sea wall, represented to protect this power plant. The next year we found that they had used that for building a sea wall 100 or 200 yards away from that, and then they wanted $75,000 to repair it down nearer the power house. The Bureau of Yards and Docks told us last year that the wall right at the

power house was good, and that there was no danger, which was the reason they used that $75,000 up at the other place.

Capt. EBERLE. That was before our day. The underpinning and walls around the power plant are apparently all good, but they have never settled in the Court of Claims about the completion of the coping, and so forth. That is still before the Court of Claims.

Capt. STANDLEY. That wall is settling now. It is a question when we put more weight on it whether it will hold. We commenced that new wall over where the old wall leaves off. I say "We;" I mean whoever started it.

The CHAIRMAN. My recollection is that when I was down there to see it, it seemed they commenced at the farther end and came down toward the power house.

Mr. TALBOTT. They did anything except what we wanted done.

Capt. STANDLEY. We are also changing the system of stoking under the present boilers. That was the only way, without building a new boiler house, that we could get sufficient boiler capacity to take care of the new buildings.

The CHAIRMAN. Is it an automatic stoker now?

Capt. STANDLEY. Yes, sir; it is automatic. It is being changed to a more efficient system.

The CHAIRMAN. It will still be automatic?

Capt. STANDLEY. Yes, sir.

The CHAIRMAN. You are asking for a general storehouse, $100,000. Tell us what that is for and why the necessity for it?

Capt. STANDLEY. We have one storehouse at the academy, which, in addition to the supplies, has, on the ground floor, offices for the general storekeeper and the pay officer. The two top floors of this comparatively small building are used for all of the supplies which come into the Naval Academy for the Naval Academy and the experiment station, except commissary and midshipmen's supplies. With the increased building going on and the increased number of midshipmen, this supply building is totally inadequate for the needs. The $100,000 is to build another building identically the same as the one now there or the one now used for a supply building.

Mr. CONNELLY. Where do you store the commissary and midshipmen's supplies?

Capt. STANDLEY. The whole basement of Bancroft Hall, practically in its entirety, is given over to midshipmen and commissary supplies, bakery, kitchen, and laundry.

Mr. CONNELLY. What is the nature of these other supplies?

Capt. STANDLEY. They are supplies in the way of tools, pipes, fittings, and everything we use in the various trades in repairs around the yards and for the experiment station.

Mr. CONNELLY. You still have not enough room for this extra material that you mention now?

Capt. STANDLEY. We have not room now. We have not had room for the past year. Heretofore there were certain places that, for instance, under the auditorium in the Academic Building, a large area which could be used as a supply building and was not otherwise used. This building, with the increase in midshipmen, has to be converted into a laboratory. We have been getting along by using for storehouses places which were not meant for storerooms.

Mr. CONNELLY. This increase now is not made by the emergency that is now on you people over there?

Capt. EBERLE. It is the regular increase.

Mr. CONNELLY. It will be necessary to be permanent?

Capt. STANDLEY. This will be a permanent building.

The CHAIRMAN. Is it to be used for the storage of supplies, provisions, etc., as well as the other matters that you mentioned?

Capt. STANDLEY. Supplies for general use at the academy and experiment station and on the ships and provisions and clothing for the ships.

The CHAIRMAN. But not for the midshipmen?

Capt. STANDLEY. No, sir.

The CHAIRMAN. So it is not occasioned by the increase in the number of midshipmen?

Capt. STANDLEY. Not directly; no, sir. That has a bearing on it.

Capt. EBERLE. It is caused by increase in the size of the station.

The CHAIRMAN. In what way is the station used and to what extent as a base for the Navy? You say this is on account of the naval uses as distinguished from academy uses?

Capt. EBERLE. Naval uses in addition to the station. We have now, for instance, besides the station ships which the supply officer supplies, the *Reina Mercedes*, with a crew of 350 men, the *Dubuque*, gunboat, used for training ship, with a crew of over 200. Then we have the *Sachem* and the *S. P. 65*, two vessels that have been there for the last three months doing experimental work. We have two submarine chasers. Then we have two tugs, and vessels drop in at various times and we have to keep supplies on hand to give them. We have not the space for that. We also expect to have other ships coming there. Having increased the size of our rifle range and keeping it in constant use all the time, we expect early in the spring, and probably before that, ships may be coming there to put the men through the rifle and machine gun practice.

The CHAIRMAN. In other words, will be using your rifle range for general purposes in addition to the use made of it by the midshipmen?

Capt. EBERLE. Yes. I might tell you that for the last two months we have been having our rifle range going all day long with the Army. We have 450 engineers that arrived day before yesterday from Fort Myer and other places, and we just finished firing a number from Camp Meade. They march down there, and we supply everything.

The CHAIRMAN. Do you furnish the ammunition?

Capt. EBERLE. We furnish the rifles and the revolvers and machine guns.

The CHAIRMAN. For the training of the Army?

Capt. EBERLE. For these men that come down there, engineers of the Army.

The CHAIRMAN. Is that not reimbursed from the Army appropriation?

Capt. EBERLE. The subsistence is. We subsist them, too, and transfer of funds is made. Whether the ammunition is reimbursed from target practice funds I do not know. There is probably a transfer of funds in Washington.

Mr. TALBOTT. Do you contemplate getting any additional land for that firing ground?

Capt. EBERLE. No, sir; not for the firing ground. We need additional land up at Gambrills.

Mr. BROWNING. For what purpose are they using those submarine chasers?

Capt. EBERLE. For drilling the midshipmen and reserve officers.

Mr. BROWNING. Two of the new chasers?

Capt. EBERLE. Yes, sir. We have them and the *Dubuque*, and we sent the reserve officers out on them practically every day before the freeze. Then we have target practice out in the bay. We have them handling these vessels, and teach them piloting, seamanship, and all the gun drills.

Mr. BROWNING. I think that is a good purpose for all those 110-foot boats. I don't think they are good for much else.

Capt. EBERLE. I hope we may have 8 or 10 of them in the spring.

Mr. HICKS. Your teachings are based upon what you get from the other side? Your students are all taught the latest developments of the foreign war, are they not?

Capt. EBERLE. Yes.

Mr. HICKS. Mine laying and depth charges?

Capt. EBERLE. Yes.

Capt. STANDLEY. There is one item I spoke of in the original estimate, and that is with reference to the position of instrument maker in the department of electrical engineering and physics, at page 97 of the bill. It was not entered at all. We put it in our estimate, and it was stricken out and was included under the head of "two mechanics." We want one instrument maker, at $1,500, under the department of electrical engineering. That should read "one mechanic" and "one instrument maker, at $1,500."

Mr. MUDD. What salary are the electrical machinists receiving?

Capt. STANDLEY. $1,280.

Mr. MUDD. Is that in accordance with your original recommendation?

Capt. STANDLEY. Yes; $1,500 is in accordance with our original recommendation.

The CHAIRMAN. Why will you need that, and why was it not allowed by the department? We must assume the department had some basis in passing upon this.

Capt. STANDLEY. This particular man is an especially useful and valuable man in this department, and he is going to leave if he does not get a raise in pay. We thought the best thing to do with him was to give him a rating of instrument maker, at $1,500. He is a very valuable man. We are going to lose him if we do not get an increase in pay for him. We made that recommendation to the department, but they lumped it all under "mechanics."

Mr. KELLEY. I understand you are recommending the machinists to get $1,500.?

Capt. STANDLEY. No, sir.

The CHAIRMAN. You are not changing the figures in the bill, then?

Mr. MUDD. Captain, may I ask whether your letter contains all your original recommendations for statutory employees?

Capt. STANDLEY. No. We have no one letter which contains all of the recommendations which we wanted to make in here.

The CHAIRMAN. He said in answer to my question that he would put it in his hearings.

Capt. STANDLEY. As I understand, the corrections that we want to make in these to correspond with the original estimates which we submitted and to cover recommended increases are to be set out in our hearings with the exception of the commissary, which takes an entire revision to take care of the additional midshipmen.

Mr. MUDD. Does your letter cover the statutory employees?

Capt. STANDLEY. With the instructions that I have for insertions in the hearing, it is entirely covered.

## STATEMENT OF PAY INSPECTOR SAMUEL BRYAN.

The CHAIRMAN. We will turn now to page 83 of the bill, Naval Academy Dairy, asking a reimbursable appropriation of $55,000. It was stated to us the other day that that was included in the deficiency appropriation bill, and if that were true that it would not be needed here. Have you presented it to the Appropriations Committee?

Pay Inspector BRYAN. I know nothing about it except my letters to the department.

The CHAIRMAN. Just tell us about it then. It was stated it had been submitted and was expected to be embraced in the deficiency bill.

Mr. BRITTEN. Do you mean the deficiency bill now pending before the Committee on Appropriations?

The CHAIRMAN. Yes.

Capt. EBERLE. When I wrote the letter just before Congress convened, I asked them to put that in the deficiency bill, but they told me they would probably put it in the regular appropriation bill, and I asked then to make it immediately available.

The CHAIRMAN. When Admiral McGowan was up here the other day, he stated it was pending and would be embraced in the deficiency bill, and that it would not be necesary to include it here.

Pay Inspector BRYAN. With one exception, Mr. Chairman. Things have been changing pretty rapidly down at the academy. One time I asked for $35,000 and thought that was sufficient. On September 2, I wrote to the Superintendent of the Naval Academy, suggesting that to meet the demands of this increase in the school we would require 50 cows, and that it would cost about $35,000 to build the additional building, etc. Later on I heard we were going to have a still further increase and that we would have to look after sick people in the hospital.

(The letter will be found at the close of Pay Inspector Bryan's statement.)

The CHAIRMAN. That is for the Navy. That is not for the Naval Academy Hospital?

Capt. EBERLE. That is for the Naval Academy and all the service. They have increased by temporary buildings to accommodate 500 patients.

The CHAIRMAN. What I want to get at is that that 300 does not represent midshipmen that are in there sick?

Capt. EBERLE. Oh, no.

Pay Inspector BRYAN. But they call on us to supply the milk for them.

The CHAIRMAN. I did not want it to appear there were 300 midshipmen in there sick.

Capt. EBERLE. Oh, no.

Pay Inspector BRYAN. The dairy recently has lost the lower or Greenberry Point farm. One-half has been taken for a radio station and the balance is practically useless, due to the flight of bullets from the rifle ranges on the other side of Carrs Creek. The Greenberry farm consists of 180 acres. Some years ago the Government was compelled to purchase this land because of the danger from bullets which landed on the farm during target practice. When midshipmen only used the ranges, it was possible to farm this land between periods of rifle practice. But now the ranges are in constant use. Some value of the alfalfa can still be obtained by using the Point fields as pasture for hogs.

The CHAIRMAN. You said they took half of your farm for a radio station?

Pay Inspector BRYAN. Yes, sir.

The CHAIRMAN. When that was appropriated for and designated by Congress as a farm for the Naval Academy, how does it come they could take it for that purpose?

Capt. EBERLE. That is not the same farm, Mr. Chairman. The dairy farm is up at Gambrills. This land purchased down at Greenbrier Point for the Naval Academy was not purchased for farming purposes, but as he said, they squatted on it and it has been used for the growing of alfalfa. That does not belong to the dairy.

Mr. BRITTEN. Why can you not farm around the radio towers?

Capt. EBERLE. They will do some farming there. We are going to save some of it. We are putting up a large radio station there, and we have to have buildings and equipment. Another part of this land is directly in line of fire of the rifle range, and now that we are using the rifle range continuously, of course, it is going to put that land out of business for farming purposes.

The CHAIRMAN. You said $55,000 would not be sufficient. How much will you need?

Pay Inspector BRYAN. To make up the loss of this 100 acres of alfalfa——

The CHAIRMAN (interposing). Leaving that out, what will you need for the original purposes mentioned in this item here, cattle, work animals, and additional buildings and all other purposes necessary to increase the stock, etc., but leaving out the land.

Pay Inspector BRYAN. $55,000 will be ample.

The CHAIRMAN. That will be sufficient?

Pay Inspector BRYAN. Yes, sir.

The CHAIRMAN. What will you need for land?

Pay Inspector BRYAN. I should think, to produce the same results that this land has produced, it would require at least 250 acres of land up around Gambrills, which is necessarily poor land.

Mr. KELLEY. Can't you rent land down there until you get the rifle range back?

Pay Inspector BRYAN. Not now. It is poor business to rent a man's land anyway. When we purchased at Gambrills it cost $53 an acre, unimproved.

Mr. MCARTHUR. What can you get land for around there now?

Pay Inspector BRYAN. $100 an acre.

Mr. McArthur. Adjacent to the land you have now?

Pay Inspector Bryan. Yes.

The Chairman. You said this land was poor land.

Pay Inspector Bryan. It has been worked out, but the soil is good. I mean to say it will respond to intelligent treatment and can be held.

The Chairman. It is well adapted for the purposes for which you would use it?

Pay Inspector Bryan. Splendidly; yes, sir.

Mr. McArthur. Do you produce any pork?

Pay Inspector Bryan. Yes, sir; I am raising 500 hogs annually over at Greenberry Point. The alfalfa is not entirely lost. It can grow into pasturage for hogs.

Mr. Butler. You have not always been a farmer?

Pay Inspector Bryan. No, sir. I am sorry to say I am not a farmer.

Mr. Browning. He may not be a farmer but he is a good man for the business.

Mr. Britten. Suppose Congress should not appropriate for this additional land, how seriously would it embarrass you during the coming year?

Pay Inspector Bryan. Very seriously. If food is purchased at to-day's prices, the cost of milk will be very much increased. I have been trying since August to buy hay. I wanted eight carloads. I had six firms in Baltimore scouring the country, and I have just managed to get six carloads in the past two weeks at an awful price.

Mr. Littlepage. What are you paying for it?

Pay Inspector Bryan. $32 a ton. That is called alfalfa hay, but it is very largely adulterated.

Mr. Butler. Can you grow timothy there?

Pay Inspector Bryan. Yes.

Mr. Butler. Can you raise enough timothy?

Pay Inspector Bryan. Yes, for the work animals; but timothy is not the best hay for production of milk.

Mr. Britten. You consider it highly important, then, to appropriate $55,000 for 250 acres to be purchased around that farm some place?

Pay Inspector Bryan. The $55,000 is for the purchase of cows, erection of new buildings, etc. We need $20,000 more for the purchase of land, the cost of which should not exceed $100 per acre. It does not necessarily have to touch the farm.

Mr. Britten. You would go some place in the neighborhood rather than be held up?

Pay Inspector Bryan. Yes.

(Thereupon at 12.15 o'clock p. m., a recess was taken until 1.30 o'clock p. m.)

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AFTER RECESS.

The Chairman. Let the committee come to order. Capt. Bryan, at the time of the recess before noon we were discussing the question of the appropriation for the enlargement of the naval dairy at Annapolis, and you were speaking about the purchase of 250 acres additional land. Have you anything further to state with reference to that?

Pay Inspector BRYAN. No, sir. I stated that the loss of the Greenberry farm is serious. I am losing a beautiful asset; that is, 400 tons of alfalfa hay a year. That is about half of my consumption, but now I have to buy hay.

The CHAIRMAN. What were you producing alfalfa hay at at your farm?

Pay Inspector BRYAN. I should say 100 tons upon Gambrill's——

The CHAIRMAN. What was the price to produce it?

Pay Inspector BRYAN. Well, it cost me a short $5 a ton at Gambrill's; at Greenberry I would harvest it and take care of it and transport it for approximately $7 a ton laid down at Gambrill's.

The CHAIRMAN. What was it costing you on the market?

Pay Inspector BRYAN. I have had a great trouble getting alfalfa. I have bought some 8 carloads and have 2 cars on the road now, at $32 a ton.

The CHAIRMAN. What was it costing you last summer?

Pay Inspector BRYAN. $23 a ton.

The CHAIRMAN. Were you buying any last winter?

Pay Inspector BRYAN. Yes; after January 1 I should say $23 a ton was the average up until last May. I had never paid over $23 a ton until I went into the market at this time, and then I gave orders for eight cars, knowing it was going to be scarce; and I managed to get six of those cars delivered within the last three weeks.

The CHAIRMAN. Now, is the loss of Greenberry Point a permanent loss to you?

Pay Inspector BRYAN. I think so.

The CHAIRMAN. State how and why it is a permanent loss. What conditions make it permanent?

Pay Inspector BRYAN. Because the best half of the farm has been taken by the radio station. The alfalfa that has been already set there has been ruined by trucking over it—carting over it. It will take a good deal longer to get it started again, and then I won't have a field large enough to hay.

The CHAIRMAN. How much land did you have in that portion of Greenberry Point farm set in alfalfa; approximately?

Pay Inspector BRYAN. Well, three-fourths of it.

The CHAIRMAN. How much was that in acreage?

Pay Inspector BRYAN. About 70 acres, which is now taken by the radio station.

The CHAIRMAN. Does the radio station occupy or deprive you of the use of the whole of the 70 acres?

Pay Inspector BRYAN. In a general way, I would say yes; because of the different buildings which will be scattered around. They will not allow me to cultivate after they get the station running. Anything that is growing there now will be all right; but they will not let me cultivate under the towers.

The CHAIRMAN. So that you are deprived of that much of your 100 acres?

Pay Inspector BRYAN. Yes; at least 70 acres.

The CHAIRMAN. Now, is that alfalfa field also exposed to the rifle range?

Pay Inspector BRYAN. No, sir; that is in the safe part of the farm.

The CHAIRMAN. Now, how much of the farm is exposed to the risks and dangers of the rifle range?

Pay Inspector BRYAN. About one-half of the farm is in the danger zone; that is, from the foreman's house out to the point. The danger is due principally from ricochet bullets from the ranges.

Mr. CONNELLY. This range is purely a rifle range, not artillery?

Pay Inspector BRYAN. No, sir; small arms and machine guns.

Mr. CONNELLY. Machine guns also?

Pay Inspector BRYAN. Yes, sir.

The CHAIRMAN. You stated that you thought there was land lying around Gambrill's farm that you could get. In making purchases would you be limited to the purchase of any particular tract?

Pay Inspector BRYAN. No, sir; I would not.

The CHAIRMAN. What scope or competition in purchase and sale would you have if you attempted to buy 250 acres in that section?

Pay Inspector BRYAN. The land between the farm and Odenton is too sandy for heavy crops. The good land is to the south and east, and I should say there are a half dozen propositions which it is possible for us to buy at a fair price.

The CHAIRMAN. Furnishing as much as 250 acres?

Pay Inspector BRYAN. Yes, sir; I think so. With a little manuring and turning under of manure crops it will be good land.

Mr. BROWNING. Captain, how far from Odenton is this farm?

Pay Inspector BRYAN. Three miles.

Mr. BUTLER. Contiguous to the other farm?

The CHAIRMAN. He said it would not be.

Pay Inspector BRYAN. It would not have to be, because it would be a hay farm.

Mr. BUTLER. So you are not compelled to buy anybody's farm?

Pay Inspector BRYAN. No, sir. What I want is alfalfa, and I can farm it economically on land detached provided the distance is not too great. Of course, alfalfa has to be cured and baled and then hauled up to the milking barns. That costs about $2 a ton, but if you handle hay loose you lose the feeding value to some extent; loss of the blossom and the leaf, and there is an extra fire risk.

Mr. BUTLER. I understand you desire this additional land to raise hay and alfalfa?

Pay Inspector BRYAN. Yes, sir; principally alfalfa.

Mr. BUTLER. To feed the animals that are necessary on the farm?

Pay Inspector BRYAN. Yes, sir.

Mr. TALBOTT. What fertilizing do you use outside of the manure?

Pay Inspector BRYAN. We produced about 4,000 tons of manure during the year.

Mr. CONNELLY. Besides what you produce?

Pay Inspector BRYAN. Oh, no; from the cows and mules and stock on the farm.

Mr. CONNELLY. I thought you meant outside of that?

Pay Inspector BRYAN. No, sir; the animals produce this; and then I have a thousand tons of lime which I want to get on my land. This land has never been limed. In addition to lime I use phosphates.

Mr. CONNELLY. Do you have to have lime for alfalfa?

Pay Inspector BRYAN. Yes, sir; that is the principal thing after fertilization.

Mr. TALBOTT. Didn't you work over some damaged powder?

Pay Inspector BRYAN. Yes, sir; I get a lot of good fertilizer from it principally nitrogen and potash. Potash before the war was

worth $40 a ton, and now you can't buy at for $450 a ton. This powder was of no use to the Government; they were burning it. I had, in a general way, a knowledge of the analysis of this powder.

This analyzed about 88 per cent potassium nitrate, the balance being charcoal, sugar, and sulphur.

After experimenting with a sample of about 10 pounds, the Bureau of Plant Industry gave a favorable report. I therefore accepted the lot of 1,000,000 pounds.

Poor land treated with this powder produced 65 bushels of shelled corn to the acre, and 60 bushels of oats, and 20 tons of fodder for ensilage. It is a very valuable fertilizer.

Mr. BUTLER. You were after the potash?

Pay Inspector BRYAN. Yes, sir.

Mr. BUTLER. Did you extract the potash?

Pay Inspector BRYAN. No, sir. This powder is in the shape of hexagonal prisms, hard when dry, but is quickly dissolved. The prisms are spread on the land and the moisture quickly dissolved them.

Mr. BUTLER. You didn't extract the potash, but simply used the powder as furnished you by the Bureau of Ordnance?

Pay Inspector BRYAN. Yes, sir; the potash and the nitrate were liberated in the process of dissolution.

Mr. CONNELLY. How long ago did you do that, how many crops?

Pay Inspector BRYAN. I have been doing it since 1916.

Mr. CONNELLY. Does the nitrogen stay in the soil or go?

Pay Inspector BRYAN. The nitrogen goes with the crop, but the potash remains for several seasons.

Mr. BUTLER. What are the ingredients of it?

Pay Inspector BRYAN. Approximately 80 per cent potassium nitrate and 15 per cent partly burned charcoal and the balance sugar and sulphur.

Mr BUTLER. Could it all be used?

Pay Inspector BRYAN. There was nothing detrimental to the soil.

Mr. BUTLER. So you used the powder?

Pay Inspector BRYAN. Yes, sir.

Mr. BUTLER. This powder was being destroyed?

Pay Inspector BRYAN. Yes, sir.

Mr. BUTLER. And you used it for fertilizer?

Pay Inspector BRYAN. Yes, sir. And the Department of Agriculture would like to have 10 tons of it. I can't accommodate them; I need it myself.

The CHAIRMAN. Did you have to reimburse the Ordnance Department or——

Pay Inspector BRYAN. The Bureau of Ordnance wanted to get rid of it. I said I could use it to advantage, and they were glad to give it to me.

Mr. BROWNING. How long will that last you?

Pay Inspector BRYAN. About three years longer.

Mr. BROWNING. When did you get it?

Pay Inspcetor BRYAN. Three years ago. I got a million pounds before that.

Mr. BROWNING. A million pounds will last four years?

Pay Inspector BRYAN. Yes; the way I use it.

Mr. BROWNING. Can you get more of it?

Pay Inspector BRYAN. No, sir.

Mr. BROWNING. What do they do with it now?

Pay Inspector BRYAN. I think I got all the condemned prismatic powder on this coast.

Mr. BROWNING. They are still making the powder?

Pay Inspector BRYAN. Not that kind. This was the old brown prismatic powder.

Mr. BUTLER. Now, I would like to have the question answered here: Would it have been possible to use that powder for war purposes? To extract the nitrogen, and could you make it over?

Pay Inspector BRYAN. No, sir; they tried to sell it. Efforts were made to interest several manufacturers of fireworks, but nothing was accomplished.

Mr. BUTLER. They endeavored to use it?

Pay Inspector BRYAN. Yes, sir.

Mr. BUTLER. And found it was impossible?

Pay Inspector BRYAN. Yes, sir; absolutely impossible.

The CHAIRMAN. Just at this point; the powder made now may be worked over?

Pay Inspector BRYAN. Yes, sir; it is entirely different.

The CHAIRMAN. What I wanted to ask you was the composition of the other. Was the formula of the other so that it was impos ible to be soaked and reworked to extract the nitrogen for the purpose of using it again?

Pay Inspector BRYAN. I don't know what the bureau had done, but they apparently had done everything to utilize this old stuff and couldn't.

The CHAIRMAN. I know that several years ago they were solving the question by taking it out to sea and dumping it in the ocean.

Pay Inspector BRYAN. Yes; that was cheaper than burning it.

The CHAIRMAN. That was cheaper than burning it. I am gratified that they found a use for it.

Mr. BUTLER. Can you say when that powder was made originally?

Pay Inspector BRYAN. In 1892. I remember the dates of some of the inspection marks on the boxes.

The CHAIRMAN. We quit making that brown powder years ago. The question might be asked. It would be gratifying if we could answer. It was made 25 years ago?

Pay Inspector BRYAN. Yes, sir.

The CHAIRMAN. How many cows do you contemplate purchasing in addition. taking into consideration the authorized increase?

Pay Inspector BRYAN. In my letter I ask for the purchase of 100 additional cows—mature cows. By that I mean cows that have had at least one calf. I want 100 cows that would average from eight to ten thousand pounds of milk a year, which, together with the present herd would give us 270 milking cows. These cows would cost on the market to-day—grade cows, not pure breds—approximately $200. The same cow which in 1911 I paid $80 for. Of course, I require a couple of additional barns. I would not put up separate additional barns; would extend present buildings to hold 20 additional cows each. My stock to-day is 194 cows and 4 bulls. Now, I am very short on bulls; four bulls for a herd of this size is very small. There should be at least seven or eight, and they should

be of good blood. When I pay only $180 for a bull, you know he is not of good stamina.

The CHAIRMAN. We had a case in my home county where a bull sold for $5,000.

Pay Inspector BRYAN. Yes, I know of one bull calf that sold for $53,000.

Mr. BUTLER. Do you furnish all the milk that the academy requires?

Pay Inspector BRYAN. No, sir; not all the academy requires.

Mr. BUTLER. Do you go outside for milk?

Pay Inspector BRYAN. No, sir; we don't let it come in.

Mr. BUTLER. Well, I thought you said you didn't furnish all the academy requires.

Pay Inspector BRYAN. I don't furnish all the academy requires, but all the academy uses. We could use more.

The CHAIRMAN. The difference is, Mr. Butler, in the word "requires," and the word "uses."

Mr. BUTLER. Do you mean that you don't have enough to use?

Pay Inspector BRYAN. Yes, sir; I could use twice as much.

Mr. BUTLER. What is the health in the academy?

Pay Inspector BRYAN. Splendid.

Mr. BUTLER. Has it improved since we have been furnishing the milk to the boys there?

Pay Inspector BRYAN. Yes, sir.

The CHAIRMAN. He stated that a while ago; he put in a statement——

Mr. BUTLER. They had a good deal of intestinal trouble?

Pay Inspector BRYAN. Yes, sir.

Mr. BUTLER. Has that disappeared?

Pay Inspector BRYAN. It is down to the minimum now. There is a chart here which might illustrate. This has been the condition since October 1, 1911, the date of installation of the dairy.

The CHAIRMAN. We can't print the chart.

Pay Inspector BRYAN. No; but it shows. Here is a comparative record on the basis of 10 years before we had our own milk, and the same record in the last five years.

Mr. BUTLER. Can you give it to us in percentages?

Pay Inspector BRYAN. I will put it this way: The year before we started the dairy, with 759 midshipmen, October 1, 1910, we produced 1,598 sick days due to gastrointestinal troubles. In the five years of the dairy, with 926 midshipmen, on October 1, 1915, we had produced 181 sick days. It will be noted that the year 1910 was 1,100 and odd per cent greater than the fifth year of the dairy, due to gastrointestinal troubles.

Mr. BUTLER. That is what I wanted to get. That shows to me that it is very good.

(A synopsis of the chart referred to by Pay Inspector Bryan follows.)

*Comparative sick record of the United States Naval Academy.*

GASTROINTESTINAL.

| | Midshipmen. | Oct. | Nov. | Dec. | Jan. | Feb. | Mar. | Apr. | May. | June. | July. | Aug. | Sept. | Aggregate number sick days. |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1910–11 | 759 | 184 | 480 | 143 | 236 | 107 | 123 | 102 | 122 | 13 | 31 | 16 | 41 | 1,598 |
| 1911–12 | 860 | 53 | 60 | 83 | 57 | 5 | 8 | 6 | 1 | None. | 5 | 18 | None. | 296 |
| 1912–13 | 875 | None. | 19 | 76 | 39 | 12 | 21 | 20 | 20 | 11 | 10 | 19 | 6 | 253 |
| 1913–14 | 914 | 22 | 6 | 12 | 89 | 8 | 21 | 20 | 22 | 5 | 7 | 6 | 10 | 228 |
| 1914–15 | 922 | 28 | 26 | 70 | 50 | 37 | 43 | 35 | 34 | 3 | 3 | 5 | 3 | 337 |
| 1915–16 | 926 | 16 | 19 | 14 | 27 | 17 | 28 | 15 | 8 | None. | 14 | 9 | 14 | 181 |

Year 1910–11 is the sick record for the year prior to the installation of the dairy. During this time milk was obtained from a contractor. Bacterial counts as high as 62,000,000 per cubic centimeter were frequently obtained. Contractor's herd never less than 50 per cent tuberculous.

Delivery of milk from Naval Academy dairy began October 1, 1911. Bacterial count never above 10,000 per cubic centimeter. No tuberculous cattle.

This data obtained from the chart which was exhibited.

Mr. CONNELLY. Captain, you have gone over the matter of the cost of the production of a quart of milk, and so on?

Pay Inspector BRYAN. Yes, sir.

Mr. CONNELLY. That has gone into the hearings?

Pay Inspector BRYAN. No, sir; it has not, but I have made my calculations and it is here.

Mr. CONNELLY. It would be very interesting to know that.

Pay Inspector BRYAN. Everybody considers milk a cheap article. Good milk is not cheap in price, and I was shocked and thought my place was being run very loosely because my milk was costing me over 60 cents a gallon, and I have been selling it for 50 cents in order to try to hold the mess bill down. Recently we had a big investigation in Maryland on the cost of milk by the council of defense, and they showed 63¾ cents for the ordinary run of the pail. My milk meets with all the requirements of the certified article.

Mr. CONNELLY. You mean to say that they estimate that the actual cost of production is 63 cents?

Pay Inspector BRYAN. No; that is all the charge to the consumers.

Mr. BUTLER. That is to the consumer?

Pay Inspector BRYAN. Yes, sir. The council of defense produces those results after investigation, and mine is just a cent less per gallon. But I am put to a lot of expense that those people are not. For instance, my milk is cooled within 10 minutes down to 40° and is held to 50° and below until consumed. The bacterial count rarely exceeds 10,000 per cubic centimeter, the limit allowed for certified milk. Two thousand bacteria per cubic centimeter is a fair average.

The CHAIRMAN. Where was it when you purchased milk years ago?

Pay Inspector BRYAN. Sixty-three million.

Mr. CONNELLY. That is estimated?

Pay Inspector BRYAN. No, sir; that is the count of the agricultural bacteriologist. So I figured that if 10,000 is good, 63,000,000 is dangerous.

The CHAIRMAN. When you hold it down to 2,000 that is better?

Pay Inspector. BRYAN. Yes, sir.

Mr. BUTLER. Capt. Bryan, I don't want to ask you to go over the same thing twice, but I don't recall whether you answered the question, how much more milk should we have at the academy?

Pay Inspector BRYAN. With the present strength of the student body we should have 800 gallons of milk per day at least.

Mr. BUTLER. And you are now producing?

Pay Inspector BRYAN. Between 300 and 350 gallons. We have produced more than that, but my cows have not been freshening according to schedule. I attribute that to the weakness of the bulls.

Outside of the health, I would like to call the committee's attention to this: Clean milk is absolutely necessary; if we can't have clean milk, let us not have any. Now, we are hard put to it for food, and milk is becoming very important as an article of food. When the strength of the regiment was about 900, a record was kept showing a reduction in the consumption of meat (principally beef) of 5,000 pounds per month. With the present strength and with a generous supply of milk, I am confident the consumption of meat can be reduced by 15,000 pounds per month.

Mr. CONNELLY. Fifteen thousand pounds a month?

Pay Inspector BRYAN. Yes, sir; and why shouldn't we? Everybody laughs at milk, and especially skimmed milk, but I would like to give you a sample meal; this is just a comparison. If you give skimmed milk to a man he will turn up his nose, but in doing this he is wrong, as there is a great deal of nourishment in it. Here is one meal, for example: Eight ounces of bread, 3 cents; 8 ounces of skimmed milk, 2 cents; the cost of the meal is 5 cents. The value of protein is nine-tenths of a pound, 859 calories of heat units. Here is a more elaborate meal: Soup, 2 ounces; potatoes, 2 ounces; bread, 8 ounces; and butter, five-tenths of an ounce; and meat, 4 ounces; the cost of this meal varies from 10 to 15 cents, and yet the protein is only five-tenths; in other words, less than in the cheap meal. As to calories the expensive meal produced only six more. It has been clearly proved that our midshipmen have gained satisfactorily in weight. They enter in June, and in February we weigh them again; results so far have been good.

Mr. BUTLER. Well, a good deal of this is technical to me, but the health in the academy I understand.

Pay Inspector BRYAN. Yes; that is the principal thing; if we get good food we can keep midshipmen healthy.

Mr. BUTLER. Of course, the boys pay for this?

Pay Inspector BRYAN. Yes, sir.

Mr. BUTLER. It is much better to have their health good.

Pay Inspector BRYAN. Yes, sir; that is the reason we produce our own milk and without it the health will not be good.

The CHAIRMAN. Now, if I may ask you a question or two: You stated it was costing you a fraction above 60 cents a gallon to produce the milk?

Pay Inspector BRYAN. Yes, sir; all my charges, railroad traffic and- - - -

The CHAIRMAN. I understand; what you have to pay out?

Pay Inspector BRYAN. Yes, sir.

The CHAIRMAN. Now, you said you were furnishing it to the mess or midshipmen at 50 cents?

Pay Inspector BRYAN. Yes, sir

The CHAIRMAN. How do you maintain that 10 cents loss? Out of what fund?

Pay Inspector BRYAN. I have a statement here in which I show a profit every year. I was willing to cut into my accrued profits.

The CHAIRMAN. In other words, you had some undivided surplus?

Pay Inspector BRYAN. Yes, sir; it is impossible to determine the exact cost of milk. There is only one way to determine it, and that is at the end of the year. You have to consider the value of all products and all losses. The yearly financial statement shows the net result of the farm and the net result of the dairy. The combination of the results obtained show the loss or gain for the business for the year. This can be obtained to a nicety, but the monthly cost is obtained by dividing the cost of maintenance and delivery by the total number of gallons produced. I know the condition of the business on the 31st of March; that is the end of the farm year. That date is taken because it is the best time of the year, when most of your old crop has been used up and when there isn't much of value in the ground at that time. To March 31, 1917, we made an accrued profit of $6,937. Mr. Padgett asked me how I accounted for the loss. It will show up as a loss in the accrued profit.

The CHAIRMAN. That accrued profit, was that money actually in bank?

Pay Inspector BRYAN. No, sir; I never have anything in the bank.

Mr. BUTLER. Where do you get that from?

The CHAIRMAN. Then how could you draw on it? If it was simply a book account where you had charged the farm with the value of manures and improvements and credited that to your expense account and showed a paper profit of $6,000, what I wanted to know was——

Pay Inspector BRYAN. Where I get my cash from?

The CHAIRMAN. Yes; where do you get your cash to pay your 10 cents?

Pay Inspector BRYAN. The academy dairy was originally started by the purchase from the midshipmen's store fund, $25,000. The midshipmen's store in 1910 was worth about $60,000. In order to start the dairy I needed the money and got the Secretary to divert from the mercantile purposes $25,000.

The CHAIRMAN. And then we have given you appropriations?

Pay Inspector BRYAN. Yes, I know; and I still owe you $200,000, and the business owes the store $55,000; we have $255,000 tied up in that business. Now, for the cash. I hand my bills over to the commissary officer and he hands me the cash, and out of that I pay my bills as far as I can go.

The CHAIRMAN. In other words, you are furnishing it at 10 cents loss and the commissary officer, or the commissary fund, is paying that 10 cents loss?

Pay inspector BRYAN. The commissary is making 10 cents, but my business is losing 10 cents.

The CHAIRMAN. I know, but how do you keep your business going? You run to a point?

Pay Inspector BRYAN. That is what I am afraid of; I don't want to do that.

Mr. BUTLER. What would you do if you didn't have that fund?

Pay inspector BRYAN. We would have to sell out.

Mr. BUTLER. I understand there is a constant fund there?

The CHAIRMAN. That is a surplus.

Mr. BUTLER. Does the fund left there in reserve and this difference——

Pay Inspector BRYAN. This store was established in 1867 by the advance or loan of $25,000. We acquired a profit; because we had to pay our help and sustained a loss due to condemned and obsolete articles, and yet we kept making money until 1908, and then Congress wrote off the loan of $25,000 and put it in the surplus, and that made the surplus approximately $62,000; to-day the store, including the dairy, has approximately $107,221. Now subtract $55,595, and you have the amount available for merchandise. If we close that out, we have to close out the dairy too.

Mr. BUTLER. How long do you think you can farm that way?

Pay Inspector BRYAN. If you sell out you could sell at a good profit.

Mr. BUTLER. I am not finding fault. I am talking about this 10 cents loss.

Pay Inspector BRYAN. I am not charging that now. I am charging 70 cents now, this month.

The CHAIRMAN. He is not carrying that loss now?

Pay Inspector BRYAN. No, sir; I carried it as long as I could.

The CHAIRMAN. That is what I wanted to show; that he had a bookkeeping loss of 10 cents.

Pay Inspector BRYAN. No, sir. And I have another asset on the farm, and that is my hogs.

The CHAIRMAN. Now, I want to ask you about what other production you have at your farm; the hay?

Pay Inspector BRYAN. I don't get the cash return from the hay.

The CHAIRMAN. I understand; but through your milk.

Pay Inspector BRYAN. Yes; in the gross. That is a big hotel we are running there and naturally we have a big garbage. We used to hire a man to take the garbage away; his cans were dirty and his wagon was dirty and he was constantly bringing in flies; and then I took it over, and now my wagon gets the garbage in the morning at 10 o'clock and by 12 o'clock that garbage is boiled and fed to hogs. My cans are sterilized and the wagon is clean. I sell dressed meat to the midshipmen's mess at the market price. With good luck we should produce this year from $8,000 to $9,000 worth, but to be on the safe side, $6,000 from the hogs, which will offset this 10-cent loss and a good many other losses.

The CHAIRMAN. I am very glad to know of that, especially in view of the fact that several years ago an estimate was submitted to us to buy an incinerator to burn that garbage; I said then, "Why don't you feed it to the hogs?" and I am glad to know that instead of buying an incinerator you are feeding it and adding to the production.

Pay Inspector BRYAN. Yes. Of course, I can turn out sick hogs as well as anybody else, but we are very careful. The Department of Agriculture has given me a very careful surgeon, Dr. Woodward, and he makes a thorough inspection of the animals, both hogs and cattle, and he is there at the slaughter to see that everything is properly disposed of. And he watches for tuberculosis and other complications.

The CHAIRMAN. Do you have any tuberculosis in hogs?

Pay Inspector BRYAN. No, sir.

The CHAIRMAN. I am talking about generally; do they have it in hogs?

Pay Inspector BRYAN. Oh, yes. Hogs are as susceptible to it as cattle. You know a cow doesn't chew, and a lot of farmers who feed uncracked corn to cattle lose a lot of their grain. A cow doesn't grind its corn; she has no grinders, and when you feed a cow corn you have a loss of at least 25 per cent.

The CHAIRMAN. More than that, unless you have hogs to follow.

Pay Inspector BRYAN. Yes; a loss of 25 per cent, but if you have hogs to follow the cattle you get a portion of the corn.

The CHAIRMAN. I didn't know whether the hog was susceptible to tuberculosis.

Pay Inspector BRYAN. Yes, sir. My cows have to be inspected every six months.

Mr. CONNELLY. A good deal of that fruit would have gone to waste if you hadn't worked it up?

Pay Inspector BRYAN. Yes. But we save everything. If I peel apples, I save the peelings for jelly. And the potato peelings, the most nutritious part of the potato, are saved by using them in soup, and if we have too much they are dried and put in the bread.

The CHAIRMAN. Now, then, let me sum up these details. Instead of this $55,000 taking in the activities which you have recommended, what is your recommendation instead of the $55,000?

Pay Inspector BRYAN. As I understand, the $55,000 appears on another bill.

The CHAIRMAN. I know, but if it should not be.

Pay Inspector BRYAN. I think $55,000, with the privilege of purchasing, say, 250 acres of land at not exceeding $100 per acre. $100 per acre is the ruling price, but I am confident better terms could be obtained. The $55,000 would not include the land.

The CHAIRMAN. In other words, you want $20,000 additional?

Pay Inspector BRYAN. Yes, sir.

Mr. BUTLER. Or $20,000 to buy land by the Government?

Pay Inspector BRYAN. Yes, sir; but if I get 200 acres of tillable land that will be enough; if I should say 250 acres that allows for a certain amount of waste land.

Mr. TALBOTT. How many acres of land do you cover with manure annually?

Pay Inspector BRYAN. About 400 acres, but recently I am having a hard time in getting the manure spread. I have about 4,000 tons annually. During the last six months only one-half was put on the land, due to lack of labor.

The CHAIRMAN. Now, I think we have gone very fully into this.

Pay Inspector BRYAN. May I say that if we get the money we should get it promptly.

The CHAIRMAN. We will probably report the bill, and try to get action as soon as possible. Now, give us the information Capt. Bryan, with reference to the request for a store fund?

Pay Inspector BRYAN. The condition of the market has been very peculiar and serious. As midshipmen's storekeeper, I am required to carry stock necessary for the health, pleasure, comfort, and equipment of midshipmen. With the market advancing on everything and with the number of patrons of the store virtually doubled, I considered it good business to take advantage of every opportunity

and to lay in an unusually large stock, knowing that it would be required. Also knowing that the bills incurred could not be met promptly. I thought under the conditions, Congress or the department would come to my relief to meet this extraordinary emergency—by complying with a request for a temporary loan.

I reported to Capt. Eberle on the 1st of January that I had merchandise payable of $99,000, with which I only had $25,000 cash to pay, which leaves me a deficit of over $70,000, and still I had big bills to come in.

The CHAIRMAN. You mean additional to this $99,000?

Pay Inspector BRYAN. Yes, sir.

The CHAIRMAN. What was your total indebtedness?

Pay Inspector BRYAN. My total indebtedness for merchandise unpaid was $99,000.

The CHAIRMAN. You said you had other bills?

Pay Inspector BRYAN. Since that other purchases will be added to this.

The CHAIRMAN. Additional purchases?

Pay Inspector BRYAN. Yes, sir; for instance, I saw how the leather market was going a little over a year ago, so I purchased and contracted for enough shoes to last me over two years at that time.

The CHAIRMAN. What do you have to pay for shoes?

Pay Inspector BRYAN. There were two kinds of shoes; the one was $4.45, the work shoe, and the other, the dress shoe, $5.55.

The CHAIRMAN. What are those shoes selling for in the market now?

Pay Inspector BRYAN. The shoe previously used would cost not less than $7.50 per pair. The stock is well bought. The most important thing is that we have the goods and prices very reasonable considering the condition of the market. We have to have shoes, and good shoes. And as to blankets and textiles, we have a large stock, but not paid for. It is not fair for me to go ahead and use the other man's credit. I would like to pay the bills. We could sell all this stock at a handsome profit—certainly 30 per cent.

The CHAIRMAN. Now, how long before you will convert that stock which you have on hand, the textiles and blankets and shoes, and so forth, and get the money to reimburse the Treasury?

Pay Inspector BRYAN. I asked until next July, but the Navy Department has gone a little further than I suggested. They suggest a draft of the provision to accomplish this as follows:

Midshipmen's store fund, Naval Academy: The Secretary of the Navy is authorized to advance to the midshipmen's store fund at the Naval Academy the sum of $50,000 under "General account of advances," said sum to be used for the purchase of stores and to be accounted for in the same manner as is provided for the midshipmen's store fund in the act approved May thirteenth, nineteen hundred and eight (Thirty-fifth Statutes at Large, page one hundred and fifty-three), and to be repaid into the Treasury not later than December thirty-first, nineteen hundred and nineteen.

The CHAIRMAN. That would be a year and more?

Pay Inspector BRYAN. Yes; practically two years. This is the letter from the Bureau of Navigation:

DECEMBER 4, 1917.

From: Bureau of Navigation.
To: The Secretary of the Navy.
Subject: Temporary loan to midshipmen's store fund.

1. The superintendent of the Naval Academy has reported that the midshipmen's storekeeper, in the interest of good administration and as a means of benefit and saving for the midshipmen, has been taking advantage of low prices whenever offered in order to maintain a large stock of all desirable staple articles which are purchased for sale to the midshipmen. For instance, there is on hand or contracted for a two years' supply of shoes and approximately one year supply of textiles comprising underwear, pajamas, shirts, bedlinen, blankets, etc., all of which has been purchased at low prices and could be disposed of at a handsome profit at the present time.

2. The working capital of the store would probably have been sufficient to provide for the needs of the midshipmen, but it was also necessary to provide outfits required for the various classes of reserve officers under instruction at the Naval Academy; and, as a result, there are insufficient funds available to make immediate payment for deliveries from contractors.

3. On November 1, the amount due contractors was $67,612.58; with cash on hand, $31,929.38 and accounts receivable, $3,154.48.

4. After fitting out the reserve officers and the new class of midshipmen next summer, the stock will be reduced and the present working capital will, so far as can now be foreseen, be sufficient for the needs of the midshipmen's store.

5. To properly finance the store during the present emergency, it is recommended that Congress be asked to authorize a temporary loan to the store to be repaid to the Treasury December 31, 1919.

A draft of the provision to accomplish this is suggested as follows:

"Midshipmen's Store Fund, Naval Academy: The Secretary of the Navy is authorized to advance to the midshipmen's store fund at the Naval Academy the sum of fifty thousand dollars under "General account of advances," said sum to be used for the purchase of stores and to be accounted for in the same manner as is provided for the midshipmen's store fund in the act approved May 13, 1908 (thirty-fifth Statutes at Large, page 153) and to be repaid into the Treasury not later than December 31, 1919."

In addition to the stores on hand, mentioned in the first paragraph of this letter, I will say that I purchased approximately $20,000 worth of rubber goods. If I had waited until now that the Army has commandeered practically every rubber factory in the country, mackintoshes, rubber boots, and all other rubber goods are very much increased in price, if they could be had at all; but we have these and they are not paid for. I have a number of other letters and statements here that I would like to call to the attention of the committee.

The CHAIRMAN. You may just insert them in your hearing.

(The letters and statements referred to are as follows:)

To meet the requirements of 2,000 midshipmen, 450 reserve officers, and 500 sick or wounded at the United States naval hospital, it will be necessary to increase the size of the Naval Academy dairy herd by at least 100 mature cows, and to provide certain additional buildings to accommodate this increase.

And to meet the loss of Greenberry Farm, 250 acres of additional land will be required.

Therefore, it is recommended that legislation be sought as follows:

"For the purchase of the necessary additional land, cattle and work animals, machinery and implements, erection of additional buildings and improving the land and for all other purposes necessary to increase the stock and equipment of the Naval Academy dairy and farm, located at Gambrills, Maryland, $75,000: *Provided*, That the cost of the said land shall not exceed $20,000, and that the amount appropriated for this purpose shall be treated as an advance to the midhsipmen's store fund at the Naval Academy, to be ultimately returned to the United States: *And provided further*, That expenditures hereunder shall be reported by the Chief of the Bureau of Supplies and Accounts to the Secretary of the Navy in the same manner as now prescribed by law for the midshipmen's store fund."

NAVY DEPARTMENT,
BUREAU OF SUPPLIES AND ACCOUNTS,
*Washington, D. C., December 4, 1917.*

To: The Superintendent, United States Naval Academy.
Subject: Additional funds for the Naval Academy dairy and temporary loan to the midshipmen's store fund.
Inclosures: Copies of letters to the Secretary of the Navy.

1. The inclosures are forwarded for the information of the superintendent and the midshipman's storekeeper.

2. It is requested that there be submitted a brief statement in connection with the Naval Academy dairy, outlining briefly the location and size of the present dairy farm, the live stock on the farm, and a brief résumé of its financial condition and operation, in order that this information may be presented to the Appropriation Committees in connection with the request for additional funds.

S. MCGOWAN.

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DECEMBER 4, 1917.

To: The Secretary of the Navy.
Subject: Additional funds for the Naval Academy dairy.

1. The estimates for the fiscal year ending June 30, 1919, as forwarded to the Secretary of the Treasury for transmission to Congress, contain an item providing for an additional advance of $55,000 to the Naval Academy dairy to provide additional equipment and stock to meet the larger demands upon the dairy by reason of increasing personnel to be supplied at the Naval Academy.

2. The Chief of the Bureau of Navigation reports that the Naval Academy dairy is at present equipped to provide milk for approximately 1,500 men, but that recently the mess has been increased by 300 reserve officers and the demand upon the dairy will be further increased when the addition to the Naval Hospital is completed, as this will accommodate 500 more men.

3. There is no reason to believe that the naval bill will be enacted into law in sufficient time to meet the present emergency.

4. It is impossible to obtain, in the vicinity of the Naval Academy, milk of proper quality for use; and past experience since the establishment of the dairy has demonstrated that clean milk from healthy cows is absolutely necessary for the health of the students.

5. It is also reported that by the generous use of milk a saving of 10,000 pounds of meat per month can be made in the Naval Academy mess.

6. There is no way in which a temporary loan can be made to the dairy, and it is therefore recommended that the item for the advance of $55,000 be included in the first urgent deficiency estimates submitted to Congress, and that if authorized immediately this item be eliminated from the regular naval estimates.

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UNITED STATES NAVAL ACADEMY,
*Annapolis, Md., December 21, 1917.*

From: Superintendent United States Naval Academy.
To: Bureau of Supplies and Accounts.
Subject: Additional funds for the Naval Academy dairy, and temporary loan to the midshipmen's store.
Inclosures: Copies of letters to the Secretary of the Navy.

1. Attached herewith is a statement showing the disbursements of the two advances made to the midshipmen's store fund, aggregating $200,000. (See exhibit A.) Also the yearly financial statement of the operating account. (See exhibit B.)

2. Originally the dairy farm consisted of two parcels of land, viz, (*a*) Greenberry farm, 180 acres, distance about 4 miles from Annapolis. (*b*) The Gambrill farm, about 850 acres, 11 miles from Annapolis, at Gambrills Station on the Washington, Baltimore & Annapolis Electric Railway.

3. One hundred acres of Greenberry farm was used for the production of alfalfa and the balance for range and pasture for hogs, about 500 head.

4. Gambrills is the main farm and here are located the dairy buildings. Five hundred acres of this farm are tillable, the balance of 350 acres being used as range and pasture for dry cows, and the young stock. In addition to producing the silage and other crops for the herd, a large amount of the food products for the midshipmen's mess was raised.

5. The herd at present consists of 200 head of mature cows and 100 head of young stock, i. e., calves, yearlings and heifers.

6. During the month of December, one-half Greenberry farm was taken for a radio station. The remainder is rendered useless, due to the continued firing on the rifle range. By this, the farm has lost a valuable asset, the production of 400 tons of alfalfa hay.

7. It is estimated that the dairy will be called upon to meet the demands of at least 3,000 men. If this number is reached, a herd of not less than 400 head of mature cows will be required.

8. In order to meet the loss due to Greenberry farm, the Gambrills farm should be increased by at least 250 acres of tillable land.

E. W. EBERLE.

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EXHIBIT A.

DECEMBER 20, 1917.

| | |
|---|---|
| Due United States for the appropriation to Naval Academy dairy (reimbursable) | $200,000.00 |
| Due United States on S. & A. contract, dated July 3, 1914, and collected by Navy pay office, Baltimore, Md | 6.22 |
| Total | 200,006.22 |
| Expenditures from above: | |
| Real estate | $65,185.00 |
| Material and equipment (farm and dairy buildings) | 62,755.44 |
| Labor on farm and dairy buildings and equipment | 56,437.76 |
| Farm and dairy live stock (cows and mules) | 14,619.72 |
| Farm seed and fertilizer | 1,004.79 |
| Amount unexpended | 3.51 |
| | 200,006.22 |

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EXHIBIT B.

*Statement showing condition of Naval Academy dairy and farm at Gambrills, Md.*

MARCH 31, 1917.

| | |
|---|---|
| **Assets:** | |
| Cash on hand and in subtreasury | $2,190.77 |
| Farm stock (Greenberry), as per inventory | 1,755.12 |
| Farm stock, hogs (Greenberry), as per inventory | 4,295.00 |
| Farm feed (Greenberry) | 1,350.00 |
| Farm wagons and harness (Greenberry), per inventory | 194.13 |
| Farm tools and implements (Greenberry), per inventory | 863.78 |
| Farm stock (Gambrills), per inventory | 1,274.50 |
| Dairy herd (Gambrills), per inventory | 21,270.00 |
| Farm feed (Gambrills), per inventory | 5,751.50 |
| Dairy feed (Gambrills), per inventory | 4,514.00 |
| Farm equipment (Gambrills), per inventory | 517.30 |
| Farm and dairy maintenance, miscellaneous supplies, per inventory | 1,605.47 |
| Dairy plant—Buildings and equipment, per inventory | 13,388.53 |
| Total | 58,970.10 |
| **Liabilities:** | |
| Dairy fund | 40,000.00 |
| Accounts payable (midshipmen's storekeeper) | 11,595.35 |
| Accounts payable (Sullivan Machinery Co.) | 437.50 |
| Total | 52,032.85 |
| **Present worth** | 6,937.25 |
| **Gains:** | |
| Farm stock, hogs (Greenberry) | 4,465.56 |
| Farm product (Greenberry) | 5,648.57 |
| Dairy herd (Gambrills) | 5,494.42 |
| Farm product (Gambrills) | 15,758.13 |
| Dairy product (Gambrills) | 57,675.21 |
| Total | 89,041.89 |

| | |
|---|---|
| Losses: | |
| Farm equipment (Greenberry) | $501.52 |
| Farm stock (Greenberry) | 258.35 |
| Farm wagons and harness (Greenberry) | 133.03 |
| Farm tools and implements (Greenberry) | 337.18 |
| Farm seed and fertilizer (Greenberry) | 387.80 |
| Farm maintenance, miscellaneous supplies (Greenberry) | 785.14 |
| Farm labor (Greenberry) | 3,101.89 |
| Farm feed consumed (Greenberry) | 1,668.14 |
| Insurance (Gambrills) | 46.67 |
| Farm stock (Gambrills) | 192.48 |
| Seed and fertilizer (Gambrills) | 7,561.38 |
| Farm feed consumed (Gambrills) | 2,403.90 |
| Dairy feed consumed (Gambrills) | 27,419.54 |
| Dairy maintenance, miscellaneous supplies (Gambrills) | 9,672.90 |
| Dairy subsistence (Gambrills) | 2,085.75 |
| Dairy labor (Gambrills) | 4,748.75 |
| Farm labor (Gambrills) | 5,082.78 |
| Farm equipment (Gambrills) | 517.30 |
| Dairy plant (depreciation) (Gambrills) | 18,168.76 |
| Total | 85,073.26 |
| Net gain | 3,968.63 |
| Mar. 31, 1916, surplus | 2,968.62 |
| Mar. 31, 1917, surplus | 6,937.25 |

Respectfully, submitted.

S. BRYAN,
*Pay Inspector, United States Navy.*

Approved.

E. W. EBERLE,
*Captain, United States Navy.*

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JANUARY 1, 1918.

| | |
|---|---|
| Appropriated by the United States for the Naval Academy dairy (reimbursable) | $200,000.00 |
| Due midshipmen's storekeeper for funds advanced to Naval Academy dairy | 55,595.35 |
| Total | 255,595.35 |

The above appropriation has been expended as below:

| | |
|---|---|
| Farm land, 850 acres | 65,185.00 |
| Farm buildings and equipment: | |
| 1 tenant house (new) | 1,000.00 |
| 1 tenant house (repairs) | 700.00 |
| 2 tenant houses (repairs) | 400.00 |
| 1 tenant house (repairs) | 225.00 |
| 3 tenant houses (repairs) | 167.00 |
| 1 wagon shed (new) | 676.00 |
| 1 horse barn (repairs) | 200.00 |
| 1 calf barn (new) | 1,300.00 |
| 1 well and pump | 260.00 |
| 2 hay sheds | 1,300.00 |
| Total | 6,228.00 |
| Farm implements, machinery, trucks, wagons, and harness, etc | 22,950.00 |
| Original dairy plant, labor for constructing and wrecking same, and transportation of material and equipment to Gambrills, Md | 13,388.00 |

| | |
|---|---|
| **Farm animals:** | |
| 5 mares | $1,050.00 |
| 20 mules | 4,380.00 |
| 1 [illegible] | 625.00 |
| 1 [illegible] | 200.00 |
| Hogs (herd) | 5,000.00 |
| Total | 11,275.00 |
| **Farm labor** (clearing, fertilizing, developing, seeding, and maintaining [illegible] farm, 4 years) | 35,974.35 |
| **Dairy buildings and equipment:** | |
| 1 cow barns, at $3,100 | 6,200.00 |
| 1 cow barns, at $4,100 | 8,200.00 |
| 1 cow barn (incomplete) | 3,000.00 |
| 1 dairy house | 9,625.00 |
| 1 pump house, well, and reservoir | 7,655.00 |
| 1 serum house | 750.00 |
| 5 silos, at $4[illegible] | 2,450.00 |
| 1 horse barn | 1,417.00 |
| 1 blacksmith and carpenter shop | 1,204.00 |
| 1 maternity barn | 3,000.00 |
| 1 calf barn (incomplete) | 2,500.00 |
| 1 mess house | 4,700.00 |
| 1 superintendent's house | 3,500.00 |
| 3 tenant houses, at $1,200 each | 3,600.00 |
| 1 tenant house (moving and repairs) | 496.00 |
| Do | 675.00 |
| Do | 200.00 |
| 1 garage | 50.00 |
| 1 bunk house | 75.00 |
| Railroad grading and electric wiring | 1,700.00 |
| Total | 60,995.00 |
| **Dairy animals:** | |
| 194 cows, at $135 each | 26,190.00 |
| 4 bulls | 1,160.00 |
| Total | 27,350.00 |
| **Young stock raised:** | |
| 60 heifers, 2 years, at $100 each | 6,000.00 |
| 110 heifers, 1 year, at $50 each | 5,500.00 |
| 25 calves, at $30 each | 750.00 |
| Total | 12,250.00 |
| Grand total | 255,595.35 |

OPERATION AND MAINTENANCE ACCOUNT FOR 15 DAYS, JAN. 1 TO 15, 1918.

| | |
|---|---|
| **Feed and bedding:** | |
| Ensilage (consumed) | 210.00 |
| Grains (consumed) | 813.00 |
| Hay (consumed) | 714.00 |
| Bedding (consumed) | 107.00 |
| | 1,844.00 |
| Labor | 650.00 |
| Subsistence | 190.00 |
| Delivery and transportation, 4,700 gallons, at $0.02 | 94.00 |
| Heat, light, and water | 70.00 |
| Miscellaneous expense, telephone, laundry, bottle caps, railroad fare, rattage, etc | 66.00 |
| Total | 2,914.00 |

No overhead charges are included in the above, such as depreciation of animals, buildings, and equipment.

No interest on investment is included and have no insurance or taxes on the plant.

From January 1 to 15 there was produced and delivered to the United States Naval Academy 4,700 gallons milk at the above cost. This is at the rate of 62 cents per gallon, the cost of producing milk at the Naval Academy dairy and delivered to the Naval Academy.

S. BRYAN, *Pay Inspector, United States Navy.*

The CHAIRMAN. Now, I want you, Capt. Eberle, to tell us, in your own way, and without interruption until you have finished your statement, such matters as you think would be of interest as to the academy, its present condition, and everything that has gone on there. I presume you have a general statement with reference to the matter?

Capt. EBERLE. Yes, sir. Shortly before war was declared there was a great demand for officers in the fleet. It was recommended that the class of 1917, which was due to graduate in June, be graduated on the 29th day of March. This was approved by the President and on the 29th day of March we graduated a class of about 182 midshipmen. About the same time Congress authorized the reduction of the course to two years to expire on March 4, 1919, and the President thereupon authorized the class of 1918 and the class of 1919 to be place on the three years' basis. We consequently laid out a course for the summer of 1918 for the first class to take the place of the summer cruise, but in the early part of June, 1917, the demand for officers became very pressing owing to the fitting out of crews for merchant ships, and the President authorized the graduation of this class on the 28th of June, 1917. The class had a strength of 199 midshipmen. These two classes were well equipped for going out into the service as we had expected this situation to arise as far back as October, 1916, and we had advanced the most important subjects of their profession in the first term of the course, and therefore were in a position to turn them out when the emergency arose.

The CHAIRMAN. Just at that point—and I break my own suggestion—did you say the President had authorized three classes to be graduated? That embraces the next class.

Capt. EBERLE. That embraces the next class which will be graduated on the 6th of this coming June, and then the present law expires. It does not take in the present third and fourth classes.

Upon the graduation of these two classes we had remaining at the academy but two classes, and followed by the incoming new fourth class. Owing to the war situation, which made it impracticable to have a regular Naval Academy practice squadron of battleships, I recommended to the department that the two classes be sent to battleships in the Atlantic Fleet, as I considered it important that they should have sea experience. These midshipmen were sent to the 20 newest battleships, about 36 midshipmen to a ship, with an officer from the Naval Academy in charge of each group. With the graduation of the class on the 28th of June, it became possible for the Naval Academy to undertake an intensive course of instruction and training for reserve officers. I reported that we would be able to undertake this task on the 5th day of July, and consequently on that date 200 reserve officers selected from the various naval districts reported at the Naval Academy for instruction. These reserve officers occupied the quarters vacated by the

[illegible]

[illegible] of January they were detached and sent to sea. Two days later we received a class of 68 reserve officers, for engineering duty only, and about 25 civil engineers and a number of officers for aviation intelligence duty. We now have them under instruction and will turn them out on February 8; and on February 11 we expect to take in a new class of 450 reserve officers and finish them on the 29th day of May, after a 16 weeks' course.

Mr. BROWNING. What particular branch is this new class?

Capt. EBERLE. They are divided into two classes, one for deck duty only and one for engineering duty only. The reserve officers who are for deck duty, are instructed in seamanship, tactics, navigation, ordnance and gunnery, while those of the engineering section are instructed in marine engineering, electrical engineering and radio. Both sections are instructed in all military drills, setting up exercises, Navy regulations and customs, military character, boats under oars, steam and sail, small arm target practice, machine gun target practice and target practice with secondary battery guns. These reserve officers are messed with the midshipmen and conform to the Naval Academy routine. Although the main attention is given to the midshipmen and their routine and their studies and drills are not allowed to be interfered with, yet we have been able to fit in the instruction of these various reserve officers classes without interrupting the standards of the Naval Academy, because the officers have been doing double duty in every way, as we have not had any increase in the officers' force. I must say that the spirit among the midshipmen and reserve officers has been very, very gratifying and commendable

Mr. BUTLER. May I ask you at that point, where do these reserve officers come from? The different shore stations?

Capt. EBERLE. They come from all the naval districts. Under instructions issued by the Bureau of Navigation, examinations are held in the various naval districts.

Mr. BUTLER. We went over that with Admiral Palmer?

Capt. EBERLE. Yes, sir.

Mr. BUTLER. You don't have anything to do with that?

Capt. EBERLE. No, sir.

Mr. BUTLER. You give them four months' training?

Capt. EBERLE. Yes, sir.

Mr. BUTLER. How does that compare with the training that you give to the regular midshipmen?

Capt. EBERLE. The training of the regular midshipmen is very much more thorough, and the regular midshipman not only is trained in all the duties of a watch officer and battery officer, but also in the duties of an engineering and electrical officer—in other words, in all the duties of a well equipped naval officer.

Mr. BUTLER. There are four studies you specialize on?

Capt. EBERLE. We require the reserve officers for deck duties to take seamanship, tactics, navigation, ordnance, and gunnery; and the engineer section to take marine engineering and electrical engineering, and radio. Both sections take all drills.

Mr. BUTLER. Doesn't it require a well qualified young man?

Capt. EBERLE. Yes, sir; a young man, unless he is well qualified, can not accomplish the course.

Mr. BUTLER. The first class you had there was 200 or 205 men?

Capt. EBERLE. Two hundred and one, I think, when we started out.

Mr. BUTLER. Do you recall how many you certified from that class?

Capt. EBERLE. One hundred and thirty-nine were appointed as temporary ensigns; and 22, I think, we recommended to go to sea for further experience and reexamination later; and the remainder were sent back to their districts.

Mr. BUTLER. Your average in the second class was much higher?

Capt. EBERLE. Yes, sir.

Mr. BUTLER. That was because you had greater opportunity for selection in the districts?

Capt. EBERLE. Yes; the second class came in after examination; with the first class there was no time for this examination. The second class had 16 weeks and the first class had only 10 weeks, so naturally the second class went over the ground more thoroughly.

Mr. BUTLER. These young men are not reserve officers when they come?

Capt. EBERLE. Yes, sir; I insisted they should all come as reserve ensigns.

Mr. BUTLER. And they did come that way?

Capt. EBERLE. Yes, sir.

Mr. BUTLER. And those, I understand, that failed——

Capt. EBERLE. If they are successful we recommend them for temporary ensigns. Those who fail to qualify for sea go back to their districts, and we feel they are better qualified to render service in their district than when they came to us. Those who fail badly we recommend to be disenrolled.

[illegible]

Mr. BUTLER. [illegible]

[illegible]

Capt. EBERLE. [illegible]

[illegible]

Mr. BUTLER. [illegible]

[illegible]

Capt. EBERLE. [illegible]

[illegible]

Capt. EBERLE. Yes, sir.

Mr. BUTLER. [illegible]

Capt. EBERLE. [illegible]

Mr. BUTLER. [illegible]

Capt. EBERLE. [illegible]

Mr. BUTLER. [illegible]

[illegible]

Mr. BUTLER. [illegible]

Mr. BUTLER. [illegible]

Capt. EBERLE. [illegible]

Mr. BUTLER. [illegible]

Capt. EBERLE. [illegible]

Mr. BUTLER. How many should there be in that class to have it full?

Capt. EBERLE. That is the full strength of that class now. That is the first class. That is the strength of that class.

Mr. BUTLER. It should be larger, shouldn't it, if all the vacancies are filled?

Capt. EBERLE. I will just lead up to that, sir. The present class of 1921 is 506 members. The present class of 1922 is [illegible] members. 1,440 midshipmen at the Naval Academy to-day.

Mr. BUTLER. With the additional appointments recently allowed by Congress?

The CHAIRMAN. Leave that out for the present.

Mr. BUTLER. That hasn't yet been filled. Exclusive of that, how many vacancies?

Capt. EBERLE. The authorized strength before this recent legislation was 2,313.

Mr. BUTLER. About two-thirds.

Capt. EBERLE. About two-thirds; but this 1,440 represents only three classes. If we add in the class that graduated last year, 100, it would make 1,639.

Mr. BUTLER. How many of these men do you recall from the ranks?

Capt. EBERLE. The ones at the academy now? I can tell you. In the present first class there are 4 from the ranks; in the present third class, 15; in the present fourth class there are 17.

Mr. BUTLER. Seventeen?

Capt. EBERLE. Yes, sir.

Mr. BUTLER. Well, then, it would not seem to me of any advantage to the enlisted forces to increase the number.

The CHAIRMAN. We have allowed 100 a year.

Mr. BUTLER. I am rather disappointed that we do not have more from the enlisted ranks. I can readily understand why we don't. As an encouragement Congress increased the number to 100.

The CHAIRMAN. We did that last year.

Capt. EBERLE. I think it ought to be continued as at present.

Mr. BUTLER. But not increased?

Capt. EBERLE. Last year only 17 passed the examination out of 100 vacancies allowed. Of course not a hundred took the examination.

Mr. BUTLER. How many were examined; do you recall?

Capt. EBERLE. Seventy-five, and 17 passed. They take the same examination as the other candidates and at the same time.

Mr. CONNELLY. They are designated by the President?

Capt. EBERLE. The Secretary of the Navy. The President has 15 appointments annually.

Mr. BUTLER. From civil life.

Mr. CONNELLY. I want to ask, Mr. Chairman, if I may, about hazing there. Captain, I haven't heard any reports from the Naval Academy at all, but the other place seems to be a little rough on the hazing proposition. Are you bothered any?

Capt. EBERLE. We have not been bothered so far. We had one case, although it should not be called hazing, but unwarranted assumption of authority; however, under the act of Congress that is construed as hazing.

Mr. BUTLER. Officiousness?

Capt. EBERLE. Yes.

Mr. CONNELLY. Are the rules the same that govern the Naval Academy and West Point?

Capt. EBERLE. We have a special act for the Naval Academy

Mr. CONNELLY. You have the power to discharge the fellow?.

Capt. EBERLE. No; it has to go to the President. I have the authority to recommend dismissal.

Mr. BUTLER. The only case in one year.

Capt. EBERLE. I recommended him for dismissal.

Mr. BUTLER. Out of the number of boys, that is pretty good.

Capt. EBERLE. The responsibility to prevent hazing is placed squarely on the midshipmen themselves. After I had been at the Naval Academy for a very short time the first class took the initiative and decided unanimously that they would stop hazing themselves, and each succeeding class has done the same thing of their own volition.

Mr. CONNELLY. I had some complaint from the other college, and you take a young fellow and let him go away into strange surroundings, probably homesick anyway, and then have a bunch of fellows take him through the stress, and it breaks his heart.

Capt. EBERLE. There may be some little skylarking, boys' pranks, but not hazing; not as much as in a girls' school, you might say.

Mr. BUTLER. You don't have to break the spirit of a boy.

Mr. BROWNING. If he hadn't any of the boys' pranks I wouldn't think much of the boy.

Capt. EBERLE. Neither would I.

The CHAIRMAN. Now, gentlemen, may the captain proceed with his statement?

Mr. BROWNING. Pardon me; I thought he was through.

Capt. EBERLE. The legislation recently enacted gives one additional appointment to each Member of Congress. It is estimated that the fourth class to enter this summer will have a strength of about 550, and that the total strength of the three classes at the Naval Academy will be in the neighborhood of 2,100 midshipmen. We expect to finish one wing of Bancroft Hall by September 1, which will accommodate 550 midshipmen; and by using the Marine Barracks we hope to be able to accommodate them without any difficulty and also to continue the reserve officers' class.

The CHAIRMAN. What progress is being made on the building of the two-wing addition to Bancroft Hall?

Capt. EBERLE. One wing is well advanced, although it has been interrupted during the last four weeks by very severe weather. The foundation has been practically completed for the other wing. The advanced wing is now practically up to the second floor, and the material is being assembled for rapid advancement of the work as soon as the weather will permit laying of brick and granite.

The CHAIRMAN. Have you any further suggestions to offer?

Capt. EBERLE. No, sir; I think not.

The CHAIRMAN. Well, sir, we are very glad indeed to have had you and the other officers with us.

Capt. EBERLE. Thank you very much, sir.

The CHAIRMAN. And we are glad indeed to have a good report.

Another matter I want to mention personally, Captain. You spoke of the splendid spirit among the midshipmen down there, the morale. I want to say to you for your personal satisfaction that I have heard midshipmen down there speak in the most splendid terms of you and your administration, and of how fond they were of you, and how pleased they were of your administration.

Capt. EBERLE. Thank you very much, Mr. Padgett.

The CHAIRMAN. I want to say that because there have been other times when that condition did not exist.

Mr. BUTLER. I have heard the same thing among the reserves. They spread it around everywhere. "Go to Eberle's," they say, "if you want to learn to be sailors."

Mr. TALBOTT. It is an era of good feeling in the whole Navy establishment.

(Thereupon, at 3.10 p. m., the committee adjourned until Monday, January 28, at 10.30 a. m.)

The CHAIRMAN. It is legislation which repeals all the legislation heretofore with reference to Naval Volunteers.

Mr. BROWNING. Only that part of it?

The CHAIRMAN. Only that part of it, and incorporates them into the Naval Reserve Force.

Mr. BUTLER. During this emergency?

The CHAIRMAN. No; I think it does it permanently, so that hereafter instead of having so many services they will be one of the component parts of the Naval Reserve Force.

Mr. BROWNING. I thought that when we enacted that bill we were getting entirely too many services.

The CHAIRMAN. But we enacted the Federalized Naval Militia before we created the Naval Reserve.

Mr. BUTLER. How many are there in the National Naval Volunteers?

Commander NELSON. 17,000.

The CHAIRMAN. With that explanation, I will ask that such officers as are present put forward their first representative that he may proceed to explain with his statement and recommendation without interruption, and then we will take them up.

Mr. BUTLER. What is the rank of this officer?

Commander NELSON. Commander Naval Volunteers, commander of the Pennsylvania Naval Militia; I am also president of the Naval Militia Association of the United States; for some years have been connected with its general board.

The CHAIRMAN. Before he goes into the discussion, I am going to insert in the record so that we can have it before us, this draft of the bill, so that in the hearings the bill itself, as proposed, will be before us there.

AN ACT To promote the efficiency of the Navy and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That upon the approval of this Act all laws heretofore enacted by the Congress relating to the Naval Militia and the National Naval Volunteers be, and the same hereby are, repealed; that all members of the National Naval Volunteers are hereby automatically transferred to the class, "The Naval Reserve," of the Naval Reserve Force, for general service, and confirmed in the rank, grade, or rating they now hold in the National Naval Volunteers without examination, regardless of their being members of a State military force; that all members of the Naval Reserve Force shall be eligible for reenrollment in the rank, grade, or rating held on the termination of their last enrollment; that no enrollments or promotions shall be made in any rank or grade above that of lieutenant commander except as herein otherwise provided.

That all members of the National Naval Volunteers for aeronautic duties only are hereby transferred to the Naval Reserve Flying Corps, and that all members of the National Naval Volunteers of the Marine Corps branch are hereby transferred to the Marine Corps Reserve under such regulations as may be prescribed by the Secretary of the Navy.

That the provisions of the act entitled, "An act making appropriations for the naval service for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for other purposes," approved August twenty-ninth, nineteen hundred and sixteen, are hereby amended as follows:

Strike out that part of the fourth paragraph under the subcaption "Fleet Naval Reserve," which reads as follows:

"Men enrolled in the Fleet Naval Reserve with less than eight years' naval service shall be paid at the rate of $50 per annum; those with eight or more years' and less than twelve years' naval service shall be paid at the rate of $72 per annum; and those with twelve or more years' naval service shall be paid at the rate of $100 per annum, such pay to be considered as retainer pay for the obligation on the part of such members to serve in the Navy in time of war or national emergency."

And substitute therefor the following:

"The retainer pay of the enrolled men of the Fleet Naval Reserve shall be the same as for the enrolled men of the Naval Reserve and shall be computed in like manner: *Provided*, That nothing herein shall operate to reduce the retainer pay allowed by existing law to enrolled men who, after sixteen years' or more naval service, are transferred to the Fleet Naval Reserve."

Strike out the first paragraph under the subcaption "Naval Reserve," and substitute the following:

"Members of the Naval Reserve Force who have enrolled for general service and are citizens of the United States are eligible for membership in the Naval Reserve. No person shall be enrolled in or transferred to this class unless he establishes satisfactory evidence as to his qualifications for duty on board combatant ships of the Navy.

"That the age limits for the several ranks, grades, and ratings, and on first enrollment in the Naval Reserve shall be as prescribed by the Secretary of the Navy.

"That the minimum active service required for maintaining the efficiency of a member of the Naval Reserve shall be two months during each term of enrollment and an attendance at not less than thirty-six drills during each year, or other equivalent duty. The active service may be in one period or in periods of not less than fifteen days each.

"That the annual retainer pay of members of the Naval Reserve Force, except officers in the Naval Auxiliary Reserve, after confirmation in rank, grade, or rating shall be the equivalent of two months' base pay of the corresponding rank, grade, or rating in the Navy, but the highest base pay upon which the retainer pay of officers of the Naval Reserve Force shall be computed shall not be greater than the base pay of a lieutenant commander. Service in the Navy, Marine Corps, National Naval Volunteers, and Naval Militia shall be counted as continuous service in the Naval Reserve Force both for the purpose of retirement and of computing retainer pay: *Provided*, That no member of the Naval Reserve Force shall be eligible for retirement other than for physical disability incurred in line of duty until he has completed at least two continuous enrollments in the Naval Reserve Force: *Provided further*, That no retainer pay of any member of the Naval Reserve Force shall be in excess of the amount authorized to members having had sixteen years' continuous service therein.

"That in time of peace the Secretary of the Navy is authorized, in his discretion, to order any member of the Naval Reserve Force, with his consent, who has been confirmed in his rank, grade, or rating, to perform any duty afloat for any period of time for which his services may be required: *Provided*, That such members may be relieved from duty by the Secretary of the Navy at any time and shall, upon their own application, be released from said duty within four months from the date of their application therefor.

"That the uniform gratuity for the enlisted men of each class of the Naval Reserve Force shall be the same as that prescribed for enlisted men of the Navy, but in time of peace the Secretary of the Navy shall prescribe the portion of the clothing gratuity to be issued to such enlisted men of the Naval Reserve Force.

"That no member of any class of the Naval Reserve Force shall be entitled to retainer pay while in active service in time of war or other national emergency, or when assigned permanently to active duty.

"That no part of the clothing gratuity credited to members of the Naval Reserve Force shall be deducted from their accounts where said members accept temporary appointments in the Navy in time of war or other national emergency.

"That members of the Naval Reserve Force shall, upon reaching the age of sixty-four years, be disenrolled; except that in time of war or other national emergency such members of the Naval Reserve Force, if in active service, may be continued therein during such period as the Secretary of the Navy may determine, but not longer than six months after said war or other national emergency shall cease to exist.

"That no officer of any class of the Naval Reserve Force shall, in time of peace, be promoted above the grade of lieutenant commander, but in time of war or other national emergency officers of the Naval Reserve Force of and above the rank of lieutenant commander in active service shall be eligible for selection for promotion to the next higher grade or rank by the same board of officers that selects officers of the United States Navy for promotion to such higher ranks and grades under the same rules and regulations as apply to the selection for promotion of officers of the United States Navy. The promotion of officers of the Naval Reserve Force below the rank of lieutenant commander shall at all times be in accordance with such regulations as the Secretary of the Navy may prescribe.

"That when on active duty officers of the Naval Reserve Force shall take precedence among themselves and with other officers of the naval service in their respective

grades or ranks according to the dates of their commissions or provisional assignmen t of ranks in the Naval Reserve Force: *Provided*, That all officers of the Naval Reserve Force of and above the rank of lieutenant commander shall rank with but after officers of the same rank or grade in the United States Navy, except that in time of war or other national emergency such officers of the Naval Reserve Force shall have a date of precedence with officers of the United States Navy as of the date of general mobilization, to be established by the Secretary of the Navy: *Provided further*, That during the present emergency the date of precedence of all officers of the Naval Reserve Force shall be as prescribed by the Secretary of the Navy.

"No officer of the Naval Coast Defense Reserve or officer of the Naval Reserve Flying Corps shall exercise command except within their particular department or service for the due performance of his respective duties.

"Officers and enlisted men of the Naval Reserve Force when employed in active service, ashore or afloat, under the Navy Department, shall receive the same pay and allowances as received by the officers and enlisted men of the Regular Navy of the same ranks, grades, or ratings and of the same length of service which shall include service in the Navy, Marine Corps, Naval Reserve Force, Naval Militia, and National Naval Volunteers.

"That the unexpended and unobligated portion of all moneys heretofore appropriated, and the appropriation authorized by section ten of Public Numbered fifty-seven, Sixty-third Congress, approved February sixteenth, nineteen hundred and fourteen, for the training and equipment of the Naval Militia and the National Naval Volunteers; for the clerical force and the office expenses of the Division of Naval Militia Affairs; and the property loaned by the Navy Department for the arming and equipping of the Naval Militia, shall be, and hereby are, made available for training and equipping the Naval Reserve Force and for the purchase, rental, and maintenance of suitable armories therefor.

"Enrolled members of the Naval Reserve Force when in active service shall be subject to the laws, regulations, and orders for the government of the Regular Navy and the Secretary of the Navy May, in his discretion, permit the members of the Naval Reserve Force to wear the uniform of their respective ranks, grades, or ratings while not in active service, and such members shall, for any acts committed by them while wearing the uniform of their respective ranks, grades, or ratings, be subject to the laws, regulations, and orders for the government of the Regular Navy.

"That all acts or parts of acts inconsistent with the provisions of this act ar ehereby repealed."

Commander NELSON. Owing to the fact that the Naval Militia at that time was the only reserve force of the Navy it was deemed necessary that it should be in a measure federalized in order to be available at once for any emergency that might arise. The Naval Volunteers was then created as being the best possible means of federalizing this force for immediate service. And during these deliberations there came another force, the Naval Reserve Force. It was intended that that should be made up of certain classes, or some of seafaring men, some of whom had never gone to sea; but we had an organization that was trained, in a measure, and owing to the State regulations it was necessary that this force, as I say, should be federalized. That was accomplished. April 6 this force was called into the service of the United States Government. Since shortly after it became apparent, due to the influx in the Naval Reserve Force, that we were creating two forces along parallel lines that were driving at the same purpose. That created different administrative heads and led to some confusion probably, but did something else. It threw a force into the Naval Reserve in which there was a differentiation as between the services. Now, the efficiency of any organization depends on the efforts of all concerned. If there is any differentiation between one class of employees as against another, naturally the efficiency suffers because the ambitions of those who are discriminated against are stunted.

We found this situation, and I might digress to explain it. An officer of the Naval Militia organization was ordered to sea as an

engineer officer on one of the battleships as an ensign. In that capacity he was to perform a certain duty and had certain privileges. The law requires these officers taken into service after their rank was established would serve with those of the Navy. That meant that they were at the bottom of that particular grade. A situation arose, that owing to the rapid increase of the personnel of the Navy it became necessary to make new officers. All our warrant officers were made temporary ensigns. They immediately jumped over the head of this ensign whose entry into the service antedated theirs. Assuming in this case in which I speak that the man was particularly efficient both by reason of his long experience in engineering both in a business and afloat he was an ensign for the simple reason that the State of Pennsylvania provided no higher rank for an engineer officer. Therefore it was necessary that he be an ensign in order to be into the service. He went. He immediately went into the bottom of the then ensigns in the reserves and remained there and every ensign that went into the service went above him. He was removed from his room to accommodate ensigns that came in after he did. The only remedy for that was a promotion, and that would have created an injustice by putting him a grade higher and jumping hundreds of people in that grade. That was, of course, impractical because at the next grade he went in at the bottom and everybody that came in immediately topped hin. After he got to the point where he should be promoted he immediately hurdled somebody else. All of which was bound to create dissatisfaction and render the service inefficient.

I might cite a case in the Fleet reserve as being a case in the Naval Reserve Force. An officer who was an ex-officer of the Navy, in Class C, he was sent to sea. He was a lieutenant commander, perfectly satisfied with the rank he held. He performed excellent service in command of that vessel. I understand he traversed some 50,000 miles of the war zone. His officers were a junior grade, but in the promotion, it happened that they, too, were made lieutenants. They immediately ranked him. That left two different openings to the department—to send him up as lieutenant commander or to relieve him of his command or disorganize his vessel to the extent that they had to put on new officers.

Along the line of the Pay Corps the Naval Volunteer passed assistant paymaster reported on the 15th of April as lieutenant——

Mr. BRITTEN. Before you get away from that sea service, may I ask you a question?

The CHAIRMAN. We asked that he might make his statement without interruption.

Mr. BRITTEN. I beg your pardon.

Commander NELSON. The passed assistant paymaster reported on the 15th of April in accordance with the President's call and was assigned to duty, performed all those duties credibly, in fact most satisfactorily as I have heard from his chief. In June numerous civilians were permitted to attend a paymaster's school. When they came out they were given temporary appointments in the Pay Corps of the Navy. Owing to the rapid increase they were in three months lieutenants, junior grade, some of them serving under this passed assistant paymaster who was in effect assistant chief of this bureau. In three months more they would be lieutenants and those who had

been under him immediately jumped over him. The consequence is that a man who is thoroughly familiar with the working of this particular department by reason of his being junior, by reason of his having no date of precedence established for him being junior, these people were jumped over him. Of course, there is nothing to do but send somebody away or make a reassignment, meaning to some other duty.

The effect of this bill in the present emergency is to correct a thing that is manifestly unjust. It is to bring the present application of military law and of military custom into the Naval Reserve Force and to the Naval Volunteers by reason of going into that force. You can readily see, gentlemen, that you can't administer one set of customs, one set of military law, to one branch of the service and another to another. You can't work on that line. They must all come under the same general law as regards command and duty. The discrimination may be done in this manner; rank is one thing, precedence is another. In the Naval Reserve every officer gets a date of precedence. In the other service he has nothing but rank. In order that the flow of command must be natural he must be given an established place in the Naval Reserve. He must be considered a part of that service. If he is not considered a part of that service he is naturally the subject of discrimination, not intentionally perhaps, but it works in that way. That is the reason that this bill is presented and deemed in our opinion urgent.

I might say, sirs, that the Naval Militia Association has never come before this committee to present any legislation that was for the selfish interest of any one organization. All the legislation that has been offered here—and they have had opportunity to appear before you—has been a result of conferences with the Navy Department. The general trend has been to put the Naval Militia where it was of use to the Navy and to the country. We have gotten to the point now where we are in the service. We are part of the service. We believe that the best results can only be obtained by arranging the matter so that we will become in fact a part of the Naval Reserve. I might say this, too, that promotion as an expedient is not a remedy for the people in the reserve force, because increase of rank carries with it a wider field of responsibility and of duties, and it may be that while a man is performing a satisfactory duty and he is displaced by reason of the fact of his not having precedence, it might not be wise to appoint him to a commission of higher rank which carries, as I say, increased burdens. You can readily see that he might start as an ensign and by reason of service become a lieutenant. It might be his capabilities in a lieutenant's grade are all that could be required, but it might be that being made a lieutenant-commander might defeat the very purpose that they intended by the promotion. It might take him from the command of the vessel he is serving on. Therefore, in the interests of efficiency at this time we are of the opinion that this measure is the one thing that will do it.

If you will notice this legislation you will find that it does not apply solely to the National Naval Volunteers. It applies to the Naval Reserve force. I think I might say as an illustration of that——

Mr. BUTLER. Don't this also repeal that provision of the last bill affecting the personnel of the Naval Reserve?

The CHAIRMAN. It doesn't repeal that.

Mr. BUTLER. As I understand the statement, it is meant to affect these men along with the Naval Reserve.

The CHAIRMAN. It amends some of the details of it specifically.

Mr. BUTLER. In that amendment will that disturb them in any way?

The CHAIRMAN. I think not.

Mr. BROWNING. Is that a long bill?

The CHAIRMAN. No, sir; the bill just came to me yesterday, and as two of these officers were going away the Secretary requested that they might have an opportunity to come and present their views. I will introduce the bill and then we will have the hearings of the officers here in the city at a later date. This will accommodate those who are going away to sea duty.

Mr. OLIVER. I suggest that when the commander has finished with his statement that he simply give a brief synopsis of the bill.

Commander NELSON. I might say that whatever changes have been made or are suggested are along this line: Class 2, the class in which we desire to be put, in the original bill provided certain lengths of sea service on lake or sea going vessels. That class had very few, if any, enrollments. It was, therefore, in order to take the Naval Volunteers into that, necessary to modify those sea-going requirements to fit their status. Hence, it was necessary to amend some portions of the reserve force bill, but it still leaves your reserve force with all of its classes.

Mr. BUTLER. I understand it does, but that was worked out after a good deal of examination. We have crossed over all this, and I hesitate to go up against it again.

The CHAIRMAN. I will state there are only two amendments, as I understand, to the reserve bill. They just adapt it to take in this force. But we will go all over that in detail when we take it up for consideration.

Commander NELSON. When this thing first came to hand, I took it upon myself as the president of the Naval Militia Association to communicate with the Navy Department to try to find out if there were not some corrective measures. The result of that was numerous conferences with the department and with officers of the Naval Militia Association, and this bill is the result of some five or six months' deliberation.

The Navy Department has been consulted on it. We have met and discussed it on several occasions, and we think we have the remedy—that is, in war time. The application in peace time has also to be considered. At the present time there are approximately 17,000 naval volunteers in the service. These men are naturally going to be promoted in different branches of the service; petty officers, chief petty officers, warrant officers, and the officers themselves will get promotion. When the war is over and they revert to their Naval Militia status, we will then have an organization which may be top-heavy in its make-up of officers and chief petty officers and have no enlisted men. It would not be very——

Mr. BUTLER. An army of swords.

Commander NELSON. An army of swords. It would not be fair to take these people back and disrate them, because they have earned their places, and therefore if there is no place for them they must naturally go back to civil life, and the months of service and train-

ing will be lost to the Navy Department. If they are taken in as class 2, they become part of your Naval Reserve Force. They are men that have had experience in war conditions and constitute a valuable asset to the service. Under the same law a man who removes from his State is no longer a member of the Naval Militia from that State. As his citizenship to another State is transferred, so does his membership in the Naval Militia cease. If he is in the Naval Reserve Force, it makes no difference if he was enrolled in Maine and goes to Florida, he is still available for any service called upon. That is the peace aspect of this bill. It does not do away with the Naval Militia except in name. They become an actual part of the Federal Naval Reserve Force.

The CHAIRMAN. You amalgamate them into the naval reserve as class 2?

Commander NELSON. As class 2.

The CHAIRMAN. And there will be no Naval Militia organization after that? There will be class 2 of the naval reserves?

Commander NELSON. Yes, sir; this does not affect the right of any State to have a Naval Militia organization; but it does do this: It takes away the Federal support.

The CHAIRMAN. There is no federalized Naval Militia?

Commander NELSON. It is purely a State organization.

Mr. BUTLER. Wasn't that all contemplated to work out that way?

Commander NELSON. Those are the corrective measures that are contemplated in this particular legislation.

Mr. BRITTEN. Isn't the principal object to be obtained the right or permission to go up in the line?

Commander NELSON. No, sir; as I have explained, sir——

Mr. BRITTEN. In other words, you can't be promoted now, and under these amendments you can be promoted?

Commander NELSON. It does something else. It gives you a date of precedence with every officer in the naval service. For instance, date of commission rules precedence in every grade.

Mr. BRITTEN. That does not apply now?

Commander NELSON. It does not apply now.

Mr. BRITTEN. You are aiming to correct that?

Commander NELSON. We are aiming to correct that.

Mr. BRITTEN. So that moves you up automatically.

Commander NELSON. Not automatically; for instance, here is a class coming out of Annapolis. They are coming in as ensigns and their seniority is established by standing in the class or such other method as is prescribed. Therefore you have ensigns in some of the positions above them, although the officers are below them. As vacancies occur in the grade above, these men—when they get to the top of the grade they are eligible for promotion and they are certain to appear for examination if examination is required, or taken into the next grade on provisional appointment if examinations can not be held. I do not think there is any reason why our people can not be promoted to-day, but if they are at the bottom of the ensign list the only way they can maintain any seniority is to put them at the bottom——

Mr. BRITTEN. Don't they always stay at the bottom; because every ensign that comes in from the Naval Academy is temporarily or otherwise preceded as ensigns?

Commander NELSON. Yes, sir.

Mr. BRITTEN. Then he must always, therefore, remain at the bottom of the list. He can't be promoted unless he has provided this legislation, can he?

The CHAIRMAN. Yes; he can be promoted under the act federalizing the Naval Militia, but if you promote him you put him at the bottom of the next grade, and then everybody that is promoted in that is promoted above him again; and you have simply got the same situation there as you had in the other.

Mr. BRITTEN. But there is this objection. He is at the bottom of all men in the service. We take, for instance, there is one Naval Militia ensign in the service to-day, and there are three hundred other ensigns in the regulars; and coming from the Naval Academy, he ranks way below them.

Commander NELSON. Yes, sir.

Mr. BRITTEN. As they go up they go into lieutenants (junior grade).

Commander NELSON. Yes, sir.

Mr. BRITTEN. He remains at the bottom.

Commander NELSON. Yes.

Mr. BRITTEN. Then in the course of three or four months a class comes out of the academy as ensigns; notwithstanding he has been in there three or four years, he ranks with them but they precede him.

Commander NELSON. Yes, sir.

The CHAIRMAN. He has stated all of that clearly just as you state it, before you came in.

Mr. BRITTEN. I beg your pardon. It is true that he might be promoted to junior grade but when he does he jumps three or four hundred men at one crack.

The CHAIRMAN. Yes, sir; and he has gone into all of that.

Mr. BROWNING. There is only one question I want to ask here. What is the highest rank of the men that came in from the State militia?

Commander NELSON. The highest rank, I think, is captain.

Ensign BLASDEL. We have one commander. There are 32 officers in the National Naval Volunteers who are above the rank of lieutenant commanders.

Commander EVERS. There are 840 officers in the service and 32 are above the grade of lieutenant commander. All of the rest are below that, and pretty nearly 600 ensigns and junior lieutenants.

Mr. BUTLER. Of course they are all volunteers.

Commander EVERS. Yes, sir.

Mr. BUTLER. From civil life?

Commander EVERS. Yes, sir; that is the point I am trying to make.

Commander NELSON. We are trying to establish the same system that obtains in the Navy. We want our people to be qualified for their duties. When they are qualified, we don't want them to be discriminated against by reason of the fact that there is no provision in law to establish their precedence. We feel that they should all be entitled to go to the top if their qualifications are such as to enable them to do it, and do it properly.

The CHAIRMAN. I think if you will let me make a statement, it will simplify matters very much.

The object of this legislation is to transfer bodily the Naval Militia, which we call the "National Naval Volunteers," to class 2 of the

Naval Reserve Force. They will just come in as an organization. When they come into it they are absorbed into it and become a part of the Naval Reserve Force, class 2, just as though they had been taken originally into that force and held the positions they have, and they will work with and along under the Naval Reserve Force; and the Naval Militia ceases—just passes out of existence—and hereafter they are promoted or demoted, serve as class 2 of the Naval Reserve Force.

Mr. BUTLER. I understand, but they will be graded as of the date of their commissions, without examination?

Commander NELSON. I wish to say that this transfer is without examination. I, as a Naval Volunteer, was compelled to take an examination to qualify to get my commission as commander, and that is true of every National Naval Volunteer officer, and the examinations are prescribed by the Navy Department and their examining board makes this examination.

The CHAIRMAN. It only recognizes as valid what they have already passed upon.

Mr. BUTLER. When you took that examination were you an ensign?

Commander NELSON. No, sir; I was commander of the National Naval Volunteers and held a commission as such

Capt. EVERS. The naval act provides that before they can become National Naval Volunteer officers they must take an examination and every officer in the National Naval Volunteer organizations are all qualified; they have taken examinations.

The CHAIRMAN. And this simply recognizes the validity of those examinations under which they are now acting. And they go into and constitute a part of class 2 because there is very little in class 2 and the Naval Militia just passes out and we deal with them hereafter as class 2 of the Naval Reserve Force.

Now there are some conflicts in attempting to—the law provided that the Naval Militia could have their ranks in the Naval Militia and they do have up as high as commodore, I believe.

Commander NELSON. Yes, sir.

The CHAIRMAN. But when they are called into the naval service they rank below lieutenant commanders. There is a limitation in this present law that when they are brought into the Federal service that an officer of the Naval Militia of a higher rank than lieutenant commander is below the lieutenant commander of the Regular Navy because they take precedence, and there were some good reasons why that should be; but now when they come into the Naval Reserve Force they are simply incorporated into class 2 under the existing law, and we just eliminate that organization that has heretofore been the Naval Militia or the National Naval Volunteers and amalgamate them into the Naval Reserve Force and we will just simply add 17,000 to the 50,000 that we have already in the Naval Reserve Force.

Mr. BRITTEN. Just at that point, after this legislation is enacted, what will be the status of the Pennsylvania Naval Militia to its government in the State of Pennsylvania?

Commander NELSON. So far as the Federal Government is concerned it will be extinguished; so far as the State law of Pennsylvania is concerned as a State organization this doesn't affect it. We just leave it, whatever the State sees fit to maintain or to recognize or to

deal with, but we simply extinguish it so far as a Federal organization is concerned.

Mr. BROWNING. There is none to-day?

The CHAIRMAN. No, sir; none whatever.

Mr. BRITTEN. Any assistance it gets from the Government to-day also dies?

The CHAIRMAN. Yes. As I say it is extinguished as far as Federal relationship is concerned and it is incorporated into the Naval Reserve Force, and it is just as though we were to add 17,000 men to the Naval Reserve Force. Now I want to say I haven't taken up the details of these provisions. We will take that up later when we have finished the hearings, paragraph by paragraph, and compare it with the existing law and see what changes it makes. We were not expecting to pass on this this morning; this hearing was to accommodate these gentlemen who were going away.

Capt. EVERS. I think Commander Nelson has covered the ground very thoroughly and I can do nothing more than repeat his statement. The Naval Militia of the United States are very anxious to get this law passed in order to correct evils that now exist.

The CHAIRMAN. In other words, you want to give up the Naval Militia organization and be absorbed into and become a part of the Naval Reserve organization of the United States.

Capt. EVERS. Yes, sir; because we think it is to the best interest of the Navy and to the United States to do that.

The CHAIRMAN. In other words, it makes it one organization?

Capt. EVERS. Yes, sir.

Mr. BROWNING. It is practically what the National Guard has done for the Army, isn't it?

The CHAIRMAN. Practically.

Mr. OLIVER. Has there been any opposition expressed on the part of the Naval Reserve or Regular Navy in reference to this legislation?

Capt. EVERS. No, sir. This legislation has been taken up by the Regular Navy. Mr. Koch here represents the Navy and we have had it up with them.

Mr. OLIVER. Is there objection from the Naval Reserves?

Capt. EVERS. No, sir.

The CHAIRMAN. I will state several days ago Admiral Palmer stated to me that this had been under consideration for some time and was being put in final shape and would be sent down and that for the good of the service it was very important to have the Naval Militia as a separate organization eliminated and amalgamated and incorporated into the Naval Reserve Force.

Mr. OLIVER. Mr. Butler rather indicated in his line of questions that there might be opposition to it from either the Naval Reserve Force or the Regular Navy, I inferred, and for that reason I was anxious to know, whether they had been consulted or joined in the recommendation of this legislation.

Capt. EVERS. The Secretary of the Navy sent this copy of the bill down here.

Mr. HICKS. We understand, Mr. Chairman, from your remarks that Admiral Palmer is in favor of it.

The CHAIRMAN. Yes, sir.

Mr. BROWNING. And Secretary Daniels is in favor of it?

Capt. EVERS. Yes, sir; it has been discussed for the last six months. As soon as war was declared and our men went into the service this condition came up and we have been trying to correct it.

The CHAIRMAN. In other words, you were trying to work together two separate organizations that can work better as one organization?

Capt. EVERS. Yes, sir; two organizations working to the same end and we want to put them in the same line.

Lieut. MACKLIN. There is no class 2 now and we come in as class 2.

The CHAIRMAN. Now, I will ask Mr. Koch, you have charge for the Navy of the management and supervision of the Naval Militia and National Naval Volunteers Service, have you not?

Commander KOCH. No, sir; Mr. Blasdel has that.

The CHAIRMAN. Now, will you state how you have found the two services to work, or to clash up to the present time and give us the practical operation of the two services and whether or not you have given careful consideration to this bill.

Ensign BLASDEL. We have found since war was declared that it has been impossible to eliminate all discriminations between the two services due to the fact that the Naval Reserve and the National Naval Militia is administered by two different offices. It is compelled to be so because of the law. Having two administrative heads, working under two separate laws, it has been impossible to apply the same rules and regulations to both forces. Therefore there has been discrimination that we can not prevent between the two forces which has led to a condition of jealousy between them and friction which everyone wishes to eliminate. The only possible way to eliminate it is to combine it under one force operating under one law and having one administrative force to operate it.

Another great advantage in having one administrative office, it eliminates not only friction in the inner service but also in the department and will eliminate also, to a large extent, the large amount of correspondence and clerical help necessary to running two offices. It practically doubles the amount of clerical work necessary.

Another big advantage of this bill as it is presented is this, that it is the opinion of every officer that an organized Naval Reserve force is essential to the Navy, that the Naval Militia heretofore has been the only organized reserve force and the only law that can organize them under the present reserve law, and get them to running smoothly such as the Naval Reserve to-day, therefore in order to perpetuate the Naval Reserve Organization, that there shall be a number of drills which keep men on their toes and makes them fully fit for service at all times.

The CHAIRMAN. Does that class 2 apply only to the Naval Militia?

Ensign BLASDEL. If you will examine it, it applies to all classes except Fleet Naval Reserves, but we state in this bill that the minimum amount of service required is two months actual service and attendance of at least 36 drills per year, or other equivalent duty. In other words, the Secretary of the Navy can say: "I will accept three months or four months active service with the Navy in lieu of 36 drills a year." He can say anything he wants in that regard, but we provide for this drill——

The CHAIRMAN. Why do you limit it to class 2?

Ensign BLASDEL. It is not limited to class 2. The original Naval Reserve Force bill provides that class 3, the minimum amount of

active training shall be the same for the Naval Reserve, that the Naval Coast Defense Reserve shall be the same as the Naval Reserve. So in writing the bill, recognizing that there shall be different requirements, we say that the minimum active training required for active service shall be two months of 36 drills a year, and in order to take care of the other classes, we added on there the words "or other equivalent duty," which will be in the discretion of the department to stipulate. This bill will perpetuate the organization who now forms the Naval Militia which we desire because it will put the Navy Department five or, may be, more years, ahead in an organized Naval Reserve by placing this organization in the service with a smooth working machinery at this time.

The CHAIRMAN. In other words, it gives an organization of 17,000 men to the Naval Reserve at once, that is well organized and well equipped.

Ensign BLASDEL. Well equipped and ready to go ahead with business.

Mr. BUTLER. Can this be accomplished without this amalgamation?

Ensign BLASDEL. It can not be accomplished without the amalgamation for several reasons: If you have two forces for the same object or for the same mission in life, there is several things going to happen to one or the other of the forces. In the first place, there is going to be a keen sense of rivalry for obtaining men for one organization or the other, which is going to result in the fact that a great deal of time will be spent in recruiting men where the time should be spent in perfecting themselves in their profession. That is one thing. Then, from an administrative point another thing about it is that the department will have two forces with the same mission in life, and there is no one that is human that can help but prefer one force over the other. Therefore, the department would prefer one force over the other and the other one will naturally die a natural death. And if we amalgamate them at this time we will obtain the cooperation of all concerned by obtaining their entrance into the Naval Reserve.

Mr. OLIVER. What was the reason that obtained when you first organized this force that led you to feel that the objections that you now point out were more than overcome by the advantages to be derived from organizing it as a separate force?

The CHAIRMAN. It was done before we created the Naval Reserve.

Capt. EVERS. The Militia is over 25 years old.

The CHAIRMAN. And the Naval Reserve was only created here in August, 1916.

Mr. OLIVER. So really the law creating the Naval Reserve coupled with actual war conditions have demonstrated the fallacy of maintaining this as a separate organization.

Capt. EVERS. That is exactly it.

The CHAIRMAN. I will ask you as representing the organized Federalized Militia if you have been in sufficient touch and communication with them to feel that you know and are able to represent their wishes with reference to this amalgamation with reference to the naval standpoint? The president of the organization, representing the organization, has spoken from their side. I want to see if you have gotten anything from the naval side of it that would indicate

any opposition or ill will on the part of the Naval Militia to this legislation.

Ensign BLASDEL. This legislation has been considered—the question that this legislation provides for having a Federal reserve has been considered for years, but no action has apparently been taken in one way or the other. After war was declared there was considerable agitation amongst the Naval Volunteers to obtain legislation to remedy certain evils, and they presented to the department through a division of Naval Militia officers several propositions that required corection. The department recognized that these conditions required correction and immediately got in touch with several of the officers of the Naval Militia and had several conferences, and for months this legislation has gone back and forth between the officers in active service concerned and the department, and we believe we not only represent what the Naval Militia desires but also represent what the department would like to have.

Several points in there have had—we have had a great deal of discussion on, and we believe that we have the best solution and that has the unanimous support of everyone concerned as being the best possible law that we can enact for the good of the service.

Mr. BROWNING. What have you done with the 17,000 men who are in the Naval Militia? Where are they?

Ensign BLASDEL. The Naval Militia is in the service of the United States, practically 16,000 that were Naval Militia men. They were all National Naval Volunteers in the service and all doing good work.

Mr. BROWNING. What have you done with them? Put them on battleships or have you kept them in separate organizations?

Ensign BLASDEL. When the Naval Militia reported for duty their identity as an organization was immediately lost. They went in to the service in the same way as enlisted men. Its officers and men came in and were available for any duty assigned and they were assigned to duty as the needs required, and the organization had them scattered to the four corners of the earth, and we have in some few cases ships that are commanded almost entirely by the National Naval Volunteers. The *Iowa*, the *Massachusetts*, and the *Indiana* are manned almost entirely by National Naval Volunteer officers and men, but those men are not from one organization.

Mr. BROWNING. What have you done with the *Chicago*?

Ensign BLASDEL. It was a flahship for a submarine force commander. She was withdrawn from the battleship fleet——

Mr. BROWNING. How long ago?

Ensign BLASDEL. About the first of May.

Mr. BROWNING. Didn't you have most of the Naval Militia of New Jersey for a long time after——

Ensign BLASDEL. No, sir; we did not. The New Jersey—the first and second battalions—reported to the navy yard at Philadelphia, and they were assigned to ships at that station. I believe a great many of them went to ships that were there at that time. As I remember some of the names were the *Vermont*, *Kansas*, *Minnesota*, and *Wisconsin*—four of them as I remember—and some of them are on the *Indiana*, *Massachusetts*, and *Iowa*. The commanding officer of the second battalion of New Jersey is on duty in the fourth naval district. He has attended one of the conferences on this bill, and we believe he is very favorably impressed with it.

Mr. OLIVER. I was very much interested in your statement of tht conferences on the bill, and I gather from what you say that there were objections raiesd either by the Naval Reserves or by the department to this legislation first proposed. Now, if you could state what those objections were and how you have ironed those differences or objections out, I would like to know it.

Mr. BRITTEN. As long as those objections are not in the bill what is the use of going into it?

The CHAIRMAN. Oh, weil, it is all right to ask about it.

Commander NELSON. I might say that the conditions being recognized it is a question of how to get around it, how to iron it out. The objections raised to the bill are not so much to its provisions as to the fact of its wording, and there were a number of people interested who gave a different viewpoint or gave a different viewpoint to each of them; therefore it required much explanation.

Mr. OLIVER. The purpose I had in asking the question was this: Did the Naval Reserve or the department feel that these other branches of the service might be materially affected by this legislation?

Commander NELSON. I might say that as far as the other branches of the service are concerned this bill has been submitted to the different branches of the Navy Department which are affected by it, and therefore so far as they are concerned they have practically approved it.

Mr. OLIVER. I assume there were differences which you were discussing.

Commander NELSON. Yes, sir.

Mr. OLIVER. Did the settlement of those differences receive the unanimous approval of all concerned or did it represent a compromise arranged for by representatives of these two branches?

Commander NELSON. No, sir; I do not think it represents a compromise. I think it represents the concrete idea of both the Naval Milita Association and the Navy Department. I think our differences were largely in the question of wording to accomplish this, not in differences as to its intent.

Mr. BUTLER. May I ask Commander Nelson a question?

The CHAIRMAN. Yes, sir.

Mr. BUTLER. I am not opposed to this measure. I have been thinking about it. These officers who come into the Naval Reserve Force may or may not be put into a high command?

Commander NELSON. Yes, sir.

Mr. BUTLER. Can you assure me that they will not be put into a high command where they will have the lives of men in hand without showing their qualifications?

Commander NELSON. No, sir; I can say this: That this bill provides for the qualifications of noncombatant ships or for officers in class 2. Those qualifications are prescribed by the Navy Department, and the men who conform to them reach them before they can ever be commissioned. If they aren't commissioned they can't have the command.

Mr. BRITTEN. Is not that entirely under the Navy Department, the Bureau of Navigation?

Commander NELSON. Oh, no. His assignment is entirely with the Navy Department. He has nothing to do with it. He is required

to qualify under this law in his grade under such requirements as the department shall prescribe. They are protected absolutely.

Mr. BUTLER. I know Commander Nelson very well. I want to ask him a few questions. But you were originally an ensign, were you not?

Commander NELSON. No, sir; I was in 1898 a "bluejacket" in the War with Spain.

Mr. BUTLER. And then you have been promoted from what I call the "civil force" till you have reached your present grade?

Commander NELSON. I have, sir.

Mr. BUTLER. How long has it been since you saw service in the Navy?

Commander NELSON. About 20 years, because they require several years duty.

Mr. BUTLER. That could not be said of all the men who were in the Naval Volunteer Force.

Commander NELSON. No, sir; but pretty nearly every commanding officer has had almost that experience, sir.

Mr. BUTLER. You have the rank of commander?

Commander NELSON. Yes, sir.

Mr. BUTLER. Which corresponds to lieutenant colonel of the Army?

Commander NELSON. Yes, sir.

Mr. BUTLER. How many lieutenant commanders are there? I should say, how many commanders in this volunteer force?

Commander NELSON. I understand in our particular force there are 32 above the rank of lieutenant commander. I think there are 6. I am not sure about that, sir, but I think there are 6 above the grade of commander. I am not quite positive because there have been changes and I have not seen the statistics on it.

The CHAIRMAN. Let me ask a question. If I remember correctly the Naval Reserve Force has limited the rank of the Naval Reserve Force to that of lieutenant commander and below, has it not?

Commander NELSON. I think it did, sir.

The CHAIRMAN. I understand that there is a provision in this bill which allows in time of war a board of selection to select officers above that, but there is no grade above lieutenant commander except in especially meritorious cases where they may be selected by a board of officers as is done in the line of the Navy.

Commander NELSON. The same board I think is provided for as in case of selection of officers above the grade of lieutenant commander—same board.

Mr. BUTLER. And they will pass on the qualifications of all these officers above the grade of lieutenant commander?

Commander NELSON. Yes, sir.

The CHAIRMAN. And that is limited to times of war?

Mr. BUTLER. Yes, sir.

The CHAIRMAN. And in time of peace as I understand the rank and grade is that of lieutenant commander and below.

Commander NELSON. Except for this, that anyone may be reenrolled in class 2 in any rank that he has held in active service. For instance, we have a lieutenant commander in the Reserve Force, reached commander's grade in time of war. There is nothing in this bill to prevent him from deing reenrolled in the same class, but it

provides for a grade of lieutenant commander in time of peace to be the ordinary process.

The CHAIRMAN. I don't quite get you. Your enrollment from commander in time of peace?

Commander NELSON. In class 2 it provides that these people are taken over in the present grades they held without further examination. That means that commanders go in class 2. In time of peace the present law says there shall be no grade higher than lieutenant commander. These enrollments are for a period of four years. It is not intended to penalize a man who has made his grade in time of active service and therefore it was necessary to provide for his reenrollment in rank above lieutenant commander that he held during time of active service.

The CHAIRMAN. You do not demote him?

Commander NELSON. No, sir. We let him retain his rank. This can only be retained in time of active service.

Mr. BRITTEN. That is purely personal; it dies with him?

Commander NELSON. Yes; it doesn't survive him.

Mr. BUTLER. For the increase of the Navy which it is proposed we shall make—I don't know what the Secretary's idea will be on it—we provide in the case of the Marine Corps there shall be no grade above lieutenant commander.

The CHAIRMAN. In the act of May 22, 1917, the temporary increase for the Marine Corps none above major and in the Navy none above lieutenant. The Secretary of the Navy has recommended to the committee at this time that that should be amended so as to allow up to lieutenant commander in the Navy, and Admiral Palmer has made the same recommendation. The Secretary sent down a bill the other day which I introduced, and which will be before the committee at another day in which that provision is incorporated.

Mr. BUTLER. I thought we amended that last year so as to conform to the wishes of the Navy.

The CHAIRMAN. No; we just put it to lieutenants.

Now, then, gentlemen, I will ask Commander Koch to state from the Navy's viewpoint—you are in charge of the Reserve Force of the Navy, are you not?

Commander KOCH. Yes, sir; I have had charge of the general policy.

The CHAIRMAN. Have you given this bill consideration from the viewpoint of the reserves? Commander Nelson gave us the view of the Naval Militia and National Naval Volunteers, now state to the committee as fully and clearly as you can such suggestions as you have as to this legislation from that viewpoint.

Commander KOCH. In time of peace the Bureau of Navigation must make definite mobilization plans and when we get men trained up to certain ratings or ranks we want to hold those men regardless of their location and that is impossible under the present National Naval Volunteer system. That I think is the most vital point of it all.

The CHAIRMAN. On account of his moving his citizenship?

Commander KOCH. Yes, sir; if we get an officer or man trained and give him a rank or rating, we want him to hold that rank or rating and we want him available for mobilization, we must make

definite mobilization plans in time of peace. Under the present system we may get a man rated up and he goes back to his State organization—all of the 16,000 may be rated up—and if they go back to their State they may lose or retain their rating, and if they move to another State they are lost entirely.

Mr. BUTLER. That is peace conditions?

Commander KOCH. Yes, sir; if a man moves to a State where there is no Naval Militia he is lost for good. Another condition, a man may be in such a position he can not go to drills and can not hold his position in the Naval Militia. Under our system we can substitute for drills a certain amount of active service.

Mr. BUTLER. This will increase, as the Chairman has stated, the commissioned force of the Navy something like 1,700 officers.

Commander KOCH. No, sir; he said it would increase the number of men 17,000. There are 840 officers in the National Naval Volunteers. They will go right into the Naval Reserve Force.

Mr. BUTLER. And have their commissions issued to them?

Commander KOCH. Yes, sir.

Mr. BUTLER. Their commissions can not be taken away from them—can not be taken away from them by law. I want to know—I am thinking ahead 5 or 10 years from now, they go back into the reserves and hold their commissions in the reserves and be entitled to certain compensation from the Government, am I right about that?

Commander KOCH. Yes, sir; get their retainer pay.

Capt. EVERS. It isn't really increasing them. They are all in the service to-day and we are not increasing them a particle.

The CHAIRMAN. He said in time of peace.

Mr. BUTLER. If we ever succeed in attaining a peace; if this bill were to pass what would become of the officers in the Naval Volunteers?

Capt. EVERS. They go right back into their State status just the same as they were before.

The CHAIRMAN. They are Federalized and the Federal Government is paying them a retainer fee already in the Naval Militia under the act we passed four years ago, I believe it was.

Commander KOCH. They get retainer pay under any status.

Mr. BUTLER. What will be the difference in their status in peace times in second class compared with their present?

Commander KOCH. The principal difference in peace times between Naval Reservists and National Naval Volunteers is that when we call them out in the Naval Reserve Force they don't depend on the State for their rank. If they leave a State they are still in the reserve and when a man is given a definite rank in the Navy we want him to hold that rank and not lose it on account of the State.

Mr. VENABLE. What will be the status with reference to the retainer pay?

Commander KOCH. The retainer pay will be the same in either case.

Mr. BUTLER. What is it?

The CHAIRMAN. It is equivalent to two months' pay during the year, I think.

Mr. BUTLER. It fits itself largely to the condition which Commander Nelson spoke of at first as to the proper place for these officers—I

mean to say as respects their commands, you see. That is the point to begin with.

Commander NELSON. That is the point at this time.

Mr. BUTLER. One of the points is that it gives the Government control over them all of the time. They are the two?

Commander NELSON. They are the two.

Mr. BROWNING. Is there any change in the rate of pay under the old law?

Commander NELSON. Under the present law it gives them less than any class. This law gives them the same as the other law. This law provides that when they are not on duty there is no pay. It reduces it, and reduces retainer pay so far as fleet reserves are concerned to the same as other classes.

The CHAIRMAN. Why have you reduced it? Why have you limited it to 16 years? Heretofore the argument was made that it was necessary to have those additional years in order to build up the reserves.

Commander KOCH. Sixteen years' service gives a man 100 per cent extra retainer pay and that would be sufficient.

The CHAIRMAN. Before that how much would he get?

Commander KOCH. After each enrollment he gets 25 per cent extra, so if he stays in 40 years the retainer pay amounts up enormously.

The CHAIRMAN. And you limit it now to 16 years?

Commander KOCH. After 16 years his retainer pay is constant instead of increasing 25 per cent every four years.

Mr. BROWNING. Where is that in this bill?

The CHAIRMAN. It is in the old law.

I would like to ask you what is the difference in the old law between the pay of the fleet reservists and the other class of the reservists?

Commander KOCH. The fleet reservists must get so much retainer pay, dependent on the length of service. The fleet reserve with four years' services get $50. Reservists of any other class would give them two months' base pay, which would give a man coming in from civil life more pay than a man having four years of active service. After 12 years, $100. Any man after 12 years' service has at least reached the rating of chief petty officer. In any other class of service as soon as they reach the grade of petty officer they receive two months' base pay, while a fleet reservist only receives $100.

The CHAIRMAN. So that instead of having a two months' base pay for the other, you are putting them all in the two months' base pay?

Commander KOCH. Yes, sir.

Mr. BRITTEN. You said there was practically no difference in retainer pay between the officers of the National Naval Reserves and the National Naval Volunteers?

Ensign BLASDEL. National Naval Volunteers get 25 per cent of the base pay of the men in the Navy. Under this law the men get two months' base pay of their rank in the Navy. In time of peace it will be more, and in some cases less. For instance, the National Naval Volunteer legislation limited the amount a man can get to $120 a year, but chief petty officers may get a little more than that,

and other men may get a little less. It amounts to the same thing in totals. It amounts to a little more in——

Mr. BRITTEN. Does it amount to the same thing in dollars and cents?

Commander KOCH. Yes, sir. There will be no increase so far as the Government is concerned, and I think it will be a reduction maybe in this.

Mr. OLIVER. The statement was made by the commander that this legislation amends or modifies under the existing law in reference to the Naval Reserves in only two particulars. Can you state in what those particulars are?

Commander KOCH. It places the National Naval Volunteers in the reserve force. It changes the original pay of fleet reservists to conform to their retainer pay.

The CHAIRMAN. It just strikes out certain language in two sections and substitutes additional language?

Commander KOCH. It reduces the retainer pay. There are three minor changes. The principal change is putting the National Naval Volunteers in the Naval Reserve.

The CHAIRMAN. So the modifications are expressed rather than implied?

Commander KOCH. Yes.

The CHAIRMAN. Well, gentlemen, we have enjoyed the hearing with you this morning.

I expect to have a hearing to-morrow, gentlemen, but I can not tell you just now whom we will have on account of sickness of some of the gentlemen. But the committee will meet at 10.30 to-morrow for a hearing.

(At 12.01 p. m., the committee adjourned to meet Thursday at 10.30 o'clock a. m.)

[No. 11.]

COMMITTEE ON NAVAL AFFAIRS,
HOUSE OF REPRESENTATIVES,
Tuesday, January 29, 1918.

The committee met at 10 o'clock a. m., pursuant to adjournment, Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. The committee will come to order. We have with us this morning, gentlemen, Admiral Parks, Chief of the Bureau of Yards and Docks, and some officers that he asked to come with him.

## STATEMENTS OF REAR ADMIRAL CHARLES W. PARKS, CHIEF BUREAU OF YARDS AND DOCKS, AND CIVIL ENGINEERS ARCHIBALD L. PARSONS AND KIRBY SMITH, BUREAU OF YARDS AND DOCKS.

The CHAIRMAN. Please turn to page 47, "Maintenance, Bureau of Yards and Docks." The language is the same, but you are asking for $7,000,000, as against $6,269,000 last year, with the deficiencies. Will you need that full amount, do you think?

Admiral PARKS. If the war continues, I expect to need the whole amount.

The CHAIRMAN. I understand you are asking for an additional deficiency of $500,000 in the pending deficiency bill before the committee now.

Admiral PARKS. $750,000 is in the estimates, is it not?

The CHAIRMAN. $500,000, is it not? No; that is not the deficiency.

Admiral PARKS. We expect to be obliged to ask for a further deficiency on that appropriation.

The CHAIRMAN. So that is reasonably certain that you will need the $7,000,000?

Admiral PARKS. Yes; if the war continues.

The CHAIRMAN. Will it be sufficient for you, do you think?

Admiral PARKS. I rather expect it to be sufficient, because we have been obliged to furnish certain amounts for transportation this year, which will not be duplicated, and our transportation will probably stand up better than that directly on the firing line. It probably will be unnecessary to renew a large percentage of it.

The CHAIRMAN. I notice that you are asking that out of this appropriation your limitation may be increased from $780,000 to $2,000,000, for the clerical, inspection, drafting, and messenger force, and other classified work. What was the amount last year?

Commander PARSONS. $1,586,000, including the deficiency.

The CHAIRMAN. You are asking this year that it be extended to $2,000,000. Will you need that increase this year in that work?

Admiral PARKS. That depends wholly on the amount of work put on the bureau. A certain amount is appropriated directly under the

bureau, and the other items of public works naturally come under the appropriations for other bureaus, and they turn that work over to the bureau. This last year that amounted to about $30,000,000, I think.

Mr. BROWNING. How much?

Admiral PARKS. $30,000,000, if I am correct.

Commander PARSONS. We are asking in this deficiency bill to have that increased by $500,000, making $2,000,000 for this year.

The CHAIRMAN. That is $2,080,000?

Commander PARSONS. Yes, sir.

Admiral PARKS. We believe it will be necessary.

The CHAIRMAN. The next item is "Contingent, Bureau of Yards and Docks": For contingent expenses and minor extensions and improvements of public works at navy yards and stations," instead of $75,000, you are asking for $5,000,000. Now, that is a new item that was put in the bill by the committee about three years ago, if I remember. It had not been carried before, and the words, "minor extensions and improvements," were under a part of that appropriation that it was not intended should take the place of this over here, "Maintenance, Bureau of Yards and Docks," but that there were little matters that came up here and there, and we first put in an appropriation, I think, of $25,000, to meet little things coming along, like building a lean-to, or something of that kind, and it was said to us at that time that it was never intended or contemplated to make the contingent appropriation a large appropriation. Of course, war conditions have changed that. Now, I would like for you to explain to us, however, how, under minor extensions and improvements, because the word, "minor," applies both to extensions and improvements, how you are asking for $5,000,000?

Admiral PARKS. We understood that "minor" was left out in the wording this year.

The CHAIRMAN. It is not.

Admiral PARKS. And if it were left out, it would mean that we would expect to use portions of this appropriation for items which would ordinarily be appropriated for specifically, items which come up suddenly and for which there is no opportunity of securing specific legislation. These are larger amounts than were originally intended to be covered by the original wording of that act.

The CHAIRMAN. But including in the bill an appropriation for minor extensions and improvements never contemplated including in the bill authority for major propositions which had not been authorized by Congress, but it was represented to us that there were frequently little things, like the repair of a fence, or the construction of a temporary shed, or a lean-to to a building, something that had not been appropriated for, which would be taken care of by this small amount, which, as I stated, I believe was $25,000 in the first appropriation, and then it got up to $75,000, and now you are wanting $5,000,000. In other words, that is a lump-sum appropriation, ignoring the word "minor," although that is in the language, and in addition to the specific appropriations that are asked for. Now, in view of what you have said, I would like for you to put in the hearings a tabulation of what the $5,000,000 is to be used for, in what way you are to use it.

Admiral PARKS. I do not know that such a tabulation is a very easy thing to prepare. Possibly a tabulation of the expenditures during the last year would furnish some information.

The CHAIRMAN. It was not used for contingent last year.

Commander PARSONS. Well, emergency expenses, unforeseen expenses, unforeseen items of improvements, which came up urgently as a war necessity.

Mr. PETERS. How much was spent last year in that way?

Commander PARSONS. We have expended up to the first of this year, during the first six months of the year, $2,800,000. We had $1,825,000 for this year, and we are asking for a deficiency of $3,350,000, which makes a total of $5,145,000. Some of those items are large, but they are explained by the necessity of making improvements which the department considered necessary, and for which there was no other fund available.

The CHAIRMAN. That is an emergency fund, rather than a contingent fund.

Admiral PARKS. It seems to me that either term would cover it. The only things that are contingent are these minor extensions and improvements.

The CHAIRMAN. Do you think that is covered when you have got the words "contingent minor expenses," in it?

Admiral PARKS. I think the word "minor" bothersome.

Mr. PETERS. Take out the word "minor."

The CHAIRMAN. I am not criticizing it, but I want to get things intelligently in the bill.

Mr. BROWNING. I think the House will want to know where that $5,000,000 is going. It is a sort of lump-sum appropriation and we ought to have more definite information about it.

The CHAIRMAN. What about putting that under maintenance, and making your fund larger?

Admiral PARKS. The contingent, as I understand it, is not connected with maintenance, but with repairs and preservation. It was to take care of certain items of improvements, which had, perhaps under a stretch of authority, been charged to repairs and preservation prior to about three years ago that the contingent item was provided.

The CHAIRMAN. They stated to us that they did not want by this fund to double or duplicate the repairs and preservation.

Admiral PARKS. But to maintain repairs and preservation, for repair work and preservation.

The CHAIRMAN. And it was put in there. I would like to have you give us as full information as you can as to how you used that last year, and what you expect to use it for, in a general way, during the next year. Also I do not like to put that down as contingent minor expenses. I think it would be better to call it emergency.

Commander PARSONS. Contingent expenses is a pretty general term, Mr. Chairman.

The CHAIRMAN. I know it is, but I know why we put it in there. It was not in there, but all of that was taken care of under repairs and preservation under R. and P., and now I notice those two cover it. They said they wanted a little account of $25,000, with which they could take care of these little items. Now, getting from $25,000

up to $5,000,000, it needs different language from "minor expenses of a contingent character."

Admiral PARKS. We will take one. For instance, at Hampton Roads it has become necessary to provide for the coaling of ships, especially on account of the special construction of the ships to be coaled. This condition has made it necessary to do some work on the Chesapeake & Ohio Pier, and on the Norfolk & Western Pier, which will amount to about $60,000. That is minor compared to the cost of the outfit, but it is large taken by itself. Many of these things come up quickly and have to be taken care of, and for that reason are considered contingent and not necessarily minor.

Mr. BROWNING. How much, Admiral, did you say?

Admiral PARKS. About $60,000 to get those two piers ready to coal ships that have to be coaled through the side.

Mr. BROWNING. Is not there an appropriation that this could be added to to take care of that instead of making it a contingent expense?

Admiral PARKS. I think the emergency title is just as good myself.

Mr. BROWNING. But it brings a discussion on the floor that we do not want to see there; that is all.

Admiral PARKS. It is an emegrency appropriation, as used this last year. Of course, prior to last year it was confined strictly to minor alterations and improvements.

The following statement shows obligations incurred under appropriation "Contingent" up to January 31, 1918. The total of these obligations is $3,166,403. Of this amount $478,000 was obligated prior to July 1, 1917, making the total amount obligated for the first seven months of this fiscal year $2,688,403. The amount so far appropriated this year is $1,825,000, making a deficiency of $1,341,403. Three million three hundred and fifty thousand dollars has been estimated in the pending deficiency bill for the prospective needs for the remainder of the fiscal year and to make up the present deficiency.

This appropriation is used to take care of unforeseen contingent expenses or to provide urgent items of public works which are made imperative by reason of the war, and for which no other funds are available. It is therefore impossible to make any statement as to what items will make up the estimated requirements for the $5,000,000 submitted in the bill for the fiscal year 1919. The only estimate that can be made is based on average monthly obligations which, for the first seven months of the present fiscal year, shows that, under conditions now existing, approximately the total of $5,000,000 will be required for 12 months.

*Contingent, Yards and Docks, 1917–18.*

[Amounts obligated to Jan. 31, 1918.]

| | |
|---|---|
| Annapolis, Md.: | |
| Temporary quarters for reserve officers | $26,000 |
| Dredging channel | 5,876 |
| Repairs to well No. 3 | 2,000 |
| Bath, Me.: Tanks for supplying gasoline to patrol boats operating in the first naval district | 2,000 |
| Block Island: | |
| Construction of dock, etc., for use of patrol boats | 4,675 |
| Construction of storehouse | 6,000 |

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| Boston, Mass.: | |
| Garage for housing yard's increased number of motor vehicles | $10,326 |
| Filling pond at Squantum (Mass.) aviation field | 900 |
| Additional garage for 36 automobiles | 20,000 |
| Lavatories for hospital ship | 3,000 |
| Material for sick bay, Commonwealth pier | 1,500 |
| Cavite, P. I.: | |
| New central toilet for yard workmen | 4,000 |
| New scrap bins | 1,000 |
| Charleston, S. C.: | |
| Shelter for coaling winches | 367 |
| Building for housing disinfecting plant | 2,900 |
| Construction of plate-storage racks for supply department | 4,000 |
| Sheet-metal storage shed | 700 |
| Construction of concrete garage for housing motor trucks | 6,000 |
| Latrine for workmen at pier No. 317 | 6,000 |
| Extension of clothing factory annex | 44,000 |
| Construction of building for offices of commanding, executive, and pay officers of station ship, and paymaster's clothing room, and ship's storeroom | 10,000 |
| Construction of frame building for commissary store | 3,500 |
| Construction of laying-out shed for hull division | 6,000 |
| Extension of building for machinists mates' school | 15,000 |
| School building for children | 2,050 |
| Temporary post-office building | 2,000 |
| Extension at west end of dispensary | 6,600 |
| Construction of quarters for 40 chief petty officers | 6,000 |
| Construction of building for housing yard restaurant | 16,000 |
| Construct 900 feet of concrete pavement along waterfront | 2,000 |
| Erection of shed for storage of boiler tubes, bar metals, etc | 1,200 |
| Repairs to building No. 1028 | 6,000 |
| Building for yard chemist | 5,500 |
| Additional annex to clothing factory | 30,000 |
| Extension of heating system in offices | 6,000 |
| Canal Zone: | |
| Storage facilities at Cristobal | 1,000 |
| Dock at submarine base, Coco Solo | 800 |
| Tools, etc., for submarine base, Coco Solo | 5,000 |
| Expansion of facilities, Coco Solo | 5,000 |
| Eureka, Cal.: Quarters for marine guards at radio station | 2,097 |
| Farralones Islands, Cal.: Marine barracks at radio station | 2,545 |
| Gibraltar: Storehouse for temporary base | 4,000 |
| Great Lakes: | |
| Storehouse for cordage and bulky material | 7,500 |
| Work in connection with emergency expansion | 20,000 |
| Guam: | |
| Stockade for prisoners of war | 6,000 |
| Garage | 1,000 |
| Tanks for storage of kerosene and gasoline | 7,000 |
| Improvements to power plant and water supply system | 28,000 |
| Construction, equipment, and upkeep of camp for men | 2,400 |
| Quarters for marines | 10,000 |
| Guantanamo: | |
| Construction of addition to dispensary | 12,000 |
| Construction of additional barracks | 19,000 |
| Construction of laundry building | 14,000 |
| Civilian quarters and barracones for laborers | 10,000 |
| Temporary barracks | 6,000 |
| Tank, wharf, etc., for station ship | 2,800 |
| Signals for range finding | 3,000 |
| Beacons for measured course | 3,000 |
| Hampton Roads, Va.: | |
| Part cost of cold-storage plant | 350,000 |
| Quarters for laborers | 20,000 |
| Indianhead, Md.: | |
| Construction of two sets of officers' quarters | 10,050 |
| Squad houses for patrols | 2,100 |

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| Indianhead, Md.—Continued. | |
| Steel laboratory building | $4,500 |
| One-story office building | 3,500 |
| Yokohama, Japan: Repair tornado damage | 4,000 |
| Key West, Fla.: | |
| Storage facilities, building for | 10,000 |
| Extension of sailors' barracks | 1,516 |
| Building for harbor entrance patrols, Fort Dade, Fla | 758 |
| Tank for submarine cable storage | 600 |
| Mare Island, Cal.: | |
| Construction of temporary office building | 14,000 |
| Construction of annex to electrical school | 9,000 |
| Installation of distant control lines from building No. 47 to radio station | 5,000 |
| Construction of building for artificers school | 25,000 |
| Establishment of storage battery service and repair station | 12,000 |
| Construction of electrical school building | 50,000 |
| Construction of plate-storage racks | 8,475 |
| Repair damage caused by explosion at naval ammunition depot | 89,000 |
| Construction of building for storage of gasoline, linseed oils, etc | 9,800 |
| Water main for Marine Barracks | 2,100 |
| Construction of wharf at dike No. 2 for berthing *Intrepid* | 15,400 |
| Erection of stable | 5,000 |
| Erection of casting cleaning shed for foundry | 5,140 |
| Public Works tool and material room | 4,000 |
| Construction of building for storage of rivets and structural material | 18,000 |
| Extension of boiler shop | 60,000 |
| Construction of custodian's house, Pichilinque Bay, Mexico | 2,500 |
| Install underground gasoline tanks for motor truck fuel | 2,600 |
| Miscellaneous work in connection with contract for construction of quarters for Marine detachment at Tiburon | 1,000 |
| Construction of anchor racks | 7,500 |
| Construction of chronometer station | 6,500 |
| Construction of concrete float and spur track | 1,700 |
| Paving roads | 10,000 |
| Galvanized iron storage shed | 15,000 |
| Inclose building No. 113A | 6,000 |
| Construction of new lumber yard | 70,000 |
| Construction of stable and garage | 35,000 |
| Platform for storage of barrels | 1,580 |
| Marshfield, Oreg.: Marine Barracks at radio station | 2,136 |
| Melville, R. I.: | |
| Extension of patrol barracks | 3,000 |
| Construction of office building | 3,500 |
| Construction of two sets of barracks | 17,974 |
| New London, Conn.: | |
| Examination of water supply, etc | 500 |
| Construction of temporary buildings | 2,500 |
| Construction of concrete walks | 1,000 |
| Installation of partitions in old barracks | 1,350 |
| Construction of garage | 5,800 |
| Drill artesian well | 3,500 |
| Toilet facilities for listeners' school | 4,500 |
| Construction of wash room | 1,675 |
| Construction of temporary office building | 5,800 |
| Winterize State pier | 17,000 |
| Additional heating facilities | 5,000 |
| Newport, R. I.: | |
| Ferry slips at torpedo station | 9,000 |
| Temporary building for quarters for enlisted personnel | 9,000 |
| Barracks for Naval Reserve force, torpedo station | 20,500 |
| Foundry extension, torpedo station | 25,000 |
| Increase water supply of training station | 20,000 |
| Garage for training station | 10,000 |
| Storehouse for training station | 90,000 |
| Grading and walks at camp and rifle-range butts | 25,000 |
| Barracks for guards, torpedo station | 24,300 |

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| Newport, R. I.—Continued. | |
| Construction of latrine at torpedo station | $8,000 |
| Construction of dispensary building, torpedo station | 29,700 |
| Construction of storehouse, torpedo station | 6,000 |
| Fresh-water supply between torpedo station and Rose Island | 5,000 |
| Construction of garage | 11,997 |
| New Orleans, La.: | |
| Construction of office for labor board | 1,500 |
| Extend Building No. 6 as shed for cupolas | 2,250 |
| Shed, house, and wharf at Burrwood, La | 2,700 |
| Tanks for supplying gasoline to patrol boats, Burrwood, La | 1,500 |
| Dispensary and quarters, Burrwood, La | 700 |
| Construction of garage | 6,000 |
| Remove wreck of Portuguese bark *Santos Amaral* | 20,000 |
| Fit up Building No. 11 for use as offices | 800 |
| Construction of protection fence | 2,500 |
| Installation of two gasoline-storage tanks | 6,500 |
| Construction of lavatory and latrine for recruits | 11,000 |
| Tank for storage of submarine cable | 1,000 |
| Cisterns, bath houses, etc., Burrwood, La | 4,000 |
| Building for use as studio | 1,800 |
| Industrial track for handling lumber | 3,000 |
| Cyaniding plant | 950 |
| New York, N. Y.: | |
| Construction of incinerators for Federal rendezvous foot of Fifty-second Street, Brooklyn, N. Y | 2,000 |
| Construction of garage and gasoline-storage tank and pump at pier at foot of Thirty-fifth Street, Brooklyn, N. Y | 4,500 |
| Heat buildings at section bases of third naval district | 50,000 |
| Elevators for storage sheds, Clinton Avenue, Brooklyn | 8,400 |
| Rubber roofing for storage sheds, Clinton Avenue | 960 |
| Construction of storage building, New Haven section base, New Haven, Conn | 4,000 |
| Extension of temporary storehouse, berth No. 17 | 8,128 |
| Convert second floor of building No. 15 into offices | 28,500 |
| Move piles, etc., from ordnance dock | 1,800 |
| Construction of sand bins, foundry yard | 1,937 |
| Temporary storage shed with track connection, ordnance dock | 17,000 |
| Inclose portions of East Twenty-fourth Street Pier | 3,532 |
| Changes in garbage crematory | 918 |
| Construction of temporary lumber-storage shed | 9,000 |
| Construction of temporary storehouse on ordnance dock | 101,628 |
| New guard house, Marine Barracks | 2,400 |
| Move piles from ordnance dock to site of new chemical laboratory | 150 |
| Install lighting and power transformers in new storehouse, marine parade ground | 3,041 |
| Install heating apparatus: | |
| Bridgeport (Conn.) section base | 4,397 |
| New Haven (Conn.) section base | 6,095 |
| West Sayville (L. I.) section base | 181 |
| Belmar (N. J.) section base | 392 |
| Motors for crane, building No. 150, ordnance dock | 3,408 |
| Temporary office, ordnance dock | 29,000 |
| Heating apparatus, Ulmer Park Basin | 133 |
| Storehouse, garage, and radio room, New Haven, Conn | 3,516 |
| Heating work at Stapleton, N. Y | 1,280 |
| Painting temporary storehouses, Thirty-fifth Street | 437 |
| Fire walls, Thirty-fifth Street stores | 10,000 |
| Erection of hospital building, Sayville section base | 850 |
| Building, etc., Ninety-sixth Street Pier | 60,000 |
| Conduits and manholes to new general storehouses | 10,908 |
| Pipe, fittings, etc., for steam heating mains | 22,700 |
| Transformers and feeders | 375 |
| Sprinkler systems in storehouses | 50,000 |
| Photographs of yard workmen | 925 |
| Concrete building for storage-battery service | 30,000 |

| | |
|---|---|
| Norfolk, Va.: | |
| Building for storage-battery service and repair station | $3,225 |
| Storage shed for motor vehicles | 1,800 |
| Purchase of portable boilers for naval training station, St. Helena | 4,000 |
| Dismantle, prepare for shipment, and provide necessary rivets for reassembling three oil tanks for shipment abroad | 21,000 |
| Construction of mess hall, naval training station, St. Helena | 15,000 |
| Construction of fence | 23,099 |
| Construction of sheds at supply department annex | 6,931 |
| Construction of gun shed, St. Helena | 1,100 |
| Storage for wrecking equipment | 2,000 |
| Elevated steel tank and tower | 16,830 |
| Furnish moorings for coal barges | 2,200 |
| Officers' quarters, Cherrystone Island base | 18,881 |
| Pearl Harbor, Hawaii: | |
| Construction of pier, submarine base | 9,450 |
| 50,000-gallon tank for lubricating oil for submarines | 6,000 |
| Communication system for rifle range | 2,200 |
| Railroad-track improvements | 7,500 |
| Construction of reservoir | 25,000 |
| Pensacola, Fla.: | |
| Temporary provision storehouse | 3,000 |
| Repair hurricane damage | 100,000 |
| Philadelphia, Pa.: | |
| Temporary extension to foundry | 700 |
| Garage for ambulance | 425 |
| Building and sterilizing equipment for mattress factory | 5,500 |
| Combined stable, garage, and repair building | 77,365 |
| Shelter for gun carriages | 2,500 |
| Building for storage battery service and repair station | 8,800 |
| Stowage racks for material for dry-dock caissons | 5,290 |
| Construction of garbage crematory | 13,835 |
| Small building for salvage of waste paper | 140 |
| Install heating system in Y. M. C. A. buildings, etc | 23,725 |
| Construction of temporary boat shop | 25,000 |
| Furnish rails, bolts, etc., for use in connection with construction of garage | 300 |
| Electric installation in stable and garage | 1,700 |
| Temporary building for the storage of salvaged material | 4,375 |
| Piles for stack of garbage crematory | 300 |
| Paving Porter Avenue, east | 12,000 |
| Steam heating for temporary boat-building shop | 3,524 |
| Construction of dispensary | 31,197 |
| Construction of engine house | 60,000 |
| Construction of five ship offices and eight material rooms | 4,620 |
| Electric lighting and plumbing systems in new boat shop | 3,000 |
| Transformers for installation in general storehouse | 2,800 |
| Painting and installation of lighting system in storage building for salvaged material | 700 |
| Railroad turntable | 7,200 |
| Point Arguello, Cal.: Marine barracks at radio station | 2,282 |
| Portsmouth, N. H.: | |
| Gatehouse and toilet | 5,000 |
| Extension to naval prison | 145,000 |
| Addition to dispensary | 22,500 |
| Puget Sound, Wash.: | |
| Temporary lumber storage shed | 6,600 |
| Locker room for machinists | 5,000 |
| Storehouse for furniture | 17,528 |
| Construction of service station for submarines | 3,000 |
| Erection of fuel-oil tank for use as water reservoir | 12,000 |
| Grade and install pipe lines for fresh-water tanks | 5,000 |
| San Diego, Cal.: | |
| Storage shed for target material | 1,700 |
| Test borings, San Diego Harbor (Dutch flats) | 2,000 |
| Storage shed for target material | 1,700 |
| San Francisco, Cal.: | |
| Signal and observation tower | 1,500 |
| Cold-storage plant | 13,500 |

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|---|---|
| San Francisco, Cal.—Continued. | |
| Work in connection with hospital apprentice school | $4,500 |
| Construction of pump house | 3,700 |
| Construction of float at short dock | 960 |
| Construction of X-ray room | 2,454 |
| Barracks for hospital apprentices | 21,309 |
| Construction of sick quarters | 34,545 |
| Construction of barber shop | 1,000 |
| 150-foot wave break at short dock | 5,000 |
| Tiburon, Cal.: Quarters for marine detachment | 8,948 |
| Tutuila, Samoa: Construction of civilian quarters | 3,000 |
| Virgin Islands: | |
| Construction of refrigerating and ice plant | 36,800 |
| Construction of garage | 3,500 |
| Repair refrigerating plant | 75 |
| Washington, D. C.: | |
| Construction of lean-to at cartridge-case shop | 7,000 |
| Construction of lean-to at fuse and primer-loading shop | 500 |
| Construction of locker room for power plant | 2,000 |
| Construction of shed for pipe fitter's shop | 1,290 |
| Extension of quay wall | 23,325 |
| Construction of new roofs, repairs, and alterations in buildings | 12,857 |
| Construction of nautical instrument and repair shop, Naval Observatory | 32,668 |
| Woods Hole, Mass.: Heating apparatus for naval reserve quarters | 1,472 |
| Total | 3,166,403 |
| Appropriated 1918 | 1,825,000 |
| Deficiency Jan. 31, 1918 | 1,341,403 |

The CHAIRMAN. The next item is "Public works, Bureau of Yards and Docks." Under navy yards, Portsmouth, N. H., you have "Addition to machine shop, $200,000." What machine shop is that?

Admiral PARKS. That is the one on the eastern side of the dry dock, near the entrance to the dry dock; the one constructed about 12 years ago.

Mr. HICKS. What is it used for?

Admiral PARKS. For a general machine shop at the yard.

Mr. HICKS. Not a special line of work; a general shop is it?

Admiral PARKS. A general shop; it was put up at the time that the engineering department and the construction and repair departments were in existence; before the organization of the manufacturing department, of which they became divisions. It was built as a part of a general scheme for the improvement of the Seavy Island land on the eastern side. The machine shop, pattern shop, and boiler shop were constructed. The site for the foundry was excavated, but no further work was done aside from that.

The CHAIRMAN. And dug out of the side of the mountain?

Admiral PARKS. About 20,000 yards of rock which we used to fill in the flatiron pier at the other end of the yard.

The CHAIRMAN. What type of building is that to be?

Admiral PARKS. I believe that it ought to be a continuation of the present steel-frame and brick-wall structure. That building was laid out with a very considerable area between it and the street adjacent to the engineering office, with the idea of extending the machine shop in that direction. (Referring to plat.)

Mr. HICKS. This is a river [indicating]?

Admiral PARKS. Yes, sir; and here is the point that was excavated. This is the present machine shops, and the pattern shop is there. That whole area was reserved for machine shop extension.

Mr. HICKS. Where are those big lathes that we saw?

Admiral PARKS. In the shop.

Mr. HICKS. And you propose to build it in here [indicating]?

Admiral PARKS. Extend it.

Mr. HICKS. Extend it in that vacant space?

Admiral PARKS. Yes, sir.

The CHAIRMAN. What is the necessity for that? Is this on account of the war or will you need it after the war?

Admiral PARKS. No; this is a permanent necessity. That yard has been developed from a 700-man yard to about a 3,500-man yard during the war. The ways have been increased to provide for the construction of five 800-ton submarines at the same time and the facilities certainly need to be improved, to continue that class of work, not only during the war, but also after it.

The CHAIRMAN. Is it expected that there will be a demand for this work after the war at that yard?

Admiral PARKS. I understand that the yard has been selected as being particularly adapted to that work and it is expected to be continued in that line of work.

Mr. PETERS. You mean the submarine work?

Admiral PARKS. The submarine work.

Mr. HICKS. Is it proposed to put lathes in there large enough to turn the large shafts?

Admiral PARKS. I rather doubt that it is necessary to put any other large lathes in there. I rather think——

Mr. HICKS (interposing). My recollection of the conversation we had with the superintendent was that they needed larger lathes there.

Admiral PARKS. Not for a maximum shaft. They need them large enough to take care of submarine shafts and of auxilliary shafts, but I would not say maximum shafts. It is not a battleship yard.

Mr. HICKS. No; of course not.

Mr. PETERS. Is it on account of the water?

Admiral PARKS. No; I think there are other conditions. There is plenty of water to that yard, but it is particularly adapted to the class of work now being done there.

Mr. PETERS. Like submarines?

Admiral PARKS. Like submarines and electrical work. The population has to be taken into consideration in that matter.

The CHAIRMAN. The labor supply?

Admiral PARKS. Yes, sir.

Mr. PETERS. Do you have any difficulty in getting your 3,500 men?

Admiral PARKS. I can not state that personally, but I had a talk with the industrial manager the other day and from his conversation I should say that he did not have a great deal of trouble in getting the men, but he had trouble in keeping them there because of the lack of housing facilities and proper messing facilities. The lunch has to be divided into three periods.

Mr. PETERS. But those conditions are improving, I take it?

Admiral PARKS. Yes; and a proposition has been made to induce the Boston & Maine Railroad to rearrange its schedules to secure better transportation.

Mr. HICKS. Where do a large amount of those men come from?

Admiral PARKS. All around that district.

Mr. PETERS. They come from all over Maine and New Hampshire?

Admiral PARKS. Everywhere.

Mr. PETERS. There are men there from all over New England working in the yard. Don't you find the quality of the help very good?

Admiral PARKS. I am not personally familiar with this condition recently, but when I was there in 1905 and 1908 it was excellent. That is the time when the yard was not using over 700 or 800 men.

The CHAIRMAN. The next item is "Addition to foundry $130,000." Explain fully about that, will you?

Admiral PARKS. I would like Mr. Parsons, if you will allow him, to explain that item.

The CHAIRMAN. All right, sir.

Commander PARSONS. The necessity for foundry work is practically the same as the necessity for machine shops. The present facilities are limited, and the foundry is quartered in a building which is No. 75 on this plat. They want to extend their activities into the adjacent building, No. 45, which is the spar and block shop, and by removing these activities into building No. 7 extended so as to make more space in No. 45, which is an extension of the existing foundry. This item has been urged by the industrial manager as a vital necessity to the yard development, along with the additional machine-shop facilities, for some time, and it is a most necessary improvement.

The CHAIRMAN. Is it to erect a building or to enlarge the present building?

Commander PARSONS. It is an extension to an existing building by shifting out of one building into this space, to provide space for the additional foundry.

Mr. HICKS. Most of your foundry work there, I presume, is for electrical appliances?

Commander PARSONS. It is in connection with the building of submarines also. It is not a large foundry. The whole idea of the yard is for small work. Of course they do considerable repair work on vessels.

Mr. HICKS. But as I understand, you make practically all the appliances for the whole Navy and the equipment of the yard?

Commander PARSONS. I do not know as to that.

The CHAIRMAN. The foundry itself will use some existing buildings by moving out other activities?

Commander PARSONS. It will extend its present facilities in one building by moving out the other facilities in a building right adjacent to it and expanding those in another building which is now partly used for the activities mentioned.

The CHAIRMAN. What is the new building to be used for and where is it to be located?

Commander PARSONS. The extension of what is called building No. 7.

Admiral PARKS. It is that big stone building [referring to map].

The CHAIRMAN. What will this be used for?

Commander PARSONS. This building will be used for a spar and block shop.

The CHAIRMAN. The new building will not be used for a furnace?

Commander PARSONS. No, sir. The extension of that building will not, no, sir.

The CHAIRMAN. "Power plant improvements, $150,000." We gave you $105,000 last year for power plant improvements. It

seems to accumulate in a geometrical progression, instead of diminishing.

Admiral PARKS. I think that has to be so. The power plant was fairly good before the war for a small number of men. It is not anywhere nearly sufficient for the work that is now being done with 3,500 men, and, of course, the price of material has advanced very rapidly.

The CHAIRMAN. What did you do with the $105,000 last year?

Commander PARSONS. We put in additional equipment.

The CHAIRMAN. Can you put in your hearings what was done with the $105,000?

Commander PARSONS. We can put in a complete statement. We can do that with all these items of power plants. I do not happen to have that information here.

The CHAIRMAN. Then I would also like for you to put in a complete statement of what is expected to be added by this additional appropriation asked for.

Commander PARSONS. I had better tie that up with what we are asking for in the deficiency bill. There is a deficiency of $3,500,000 under power plants.

The CHAIRMAN. You mean——

Commander PARSONS (interposing). For work at these yards already started.

The CHAIRMAN. You are asking that as a lump-sum appropriation?

Commander PARSONS. Yes, sir.

The CHAIRMAN. And then you want this in addition?

Commander PARSONS. Yes, sir. We will expend the money that we are asking for in the deficiency bill by the end of the fiscal year and this is to continue and to complete that work the next year.

The CHAIRMAN. I would like for you to extend those with the different yards as you come to them fully and completely allocating this with your lump-sum appropriation.

The following table shows amounts appropriated for power plants and distributing systems in the naval appropriation act for the fiscal year 1918, in the deficiency bill of June 15, 1917, and allotments from $18,000,000 fund for improving yards for shipbuilding. These amounts are segregated by stations and by appropriations.

*Statement of expenditures and obligations in connection with power plants and power distributing systems.*

| Yard or station. | Estimated total of needs for 1918. | Available from— Naval appropriation act for 1918. | Allotments from shipbuilding fund. | $750,000 general appropriation deficiency act June 15, 1917. | Estimates for pending deficiency bill for 1918. | Estimates for naval bill 1919, additional requirements. |
|---|---|---|---|---|---|---|
| Portsmouth | $255,000 | $105,000 | | | $150,000 | $150,000 |
| Boston | 280,000 | 150,000 | | $50,000 | 80,000 | 75,000 |
| New York | 435,000 | 160,000 | | | 275,000 | 200,000 |
| Philadelphia | 1,852,000 | 120,000 | $480,000 | 312,000 | 940,000 | 300,000 |
| Norfolk | 1,675,000 | 300,000 | 800,000 | | 575,000 | 300,000 |
| Charleston | 330,000 | 130,000 | | | 200,000 | |
| Newport | 633,000 | 33,000 | | 300,000 | 300,000 | |
| Mare Island | 375,000 | 105,000 | | 70,000 | 200,000 | 100,000 |
| Puget Sound | 350,000 | 150,000 | | | 200,000 | 200,000 |
| Pearl Harbor | 180,000 | | | | 180,000 | |
| Miscellaneous | 418,000 | | | 18,000 | 400,000 | |
| New Orleans | | | | | | 280,000 |
| | 6,783,000 | 1,253,000 | 1,280,000 | 750,000 | 3,500,000 | 1,605,000 |

The following explanation shows the work at the various stations which is either completed or under way, and which has been or will be defrayed from the specific appropriations at the various yards in the naval appropriation act for the fiscal year 1918, deficiency act, June 15, 1917, allotments from the $18,000,000 fund for shipbuilding and funds to be provided in the deficiency bill now before Congress. It is impossible to separate the individual items which have been charged to the specific appropriations for the fiscal year 1918, as, in many cases, individual contracts have been charged in part to such appropriations and in part to general appropriations "Power plants."

This information is given by stations, and under each station is shown in general what additional work is expected to be accomplished by reason of the items submitted in the Naval bill for the fiscal year 1919.

PORTSMOUTH, N. H.

The work covered by funds available and estimated for the present fiscal year includes the following:

Additional 5,000 cubic foot air compressor and foundation for same.
One 1,000-kw. generator and foundation for same.
Pump house.
Switch board.
Changes in duct lines.
Water intake, tunnels and screens.

The work contemplated under the appropriation estimated for 1919 includes the providing of mechanical stokers, coal and ash handling equipment, and improvements to the central heating plant. The present boilers are hand fired, and the installation of mechanical stokers will provide for additional capacity from the boilers without the necessity for adding new boilers. It will also decrease the labor force required.

BOSTON.

The work covered by funds available and estimated for the present fiscal year includes the following:

Additional 3,750-kw. generator.
Three additional air compressors with 10,000 cubic feet combined capacity.
Foundations and accessories for above equipment.
New suction wells and circulating water piping.
Addition to power house.
Ash and coal handling apparatus.

The work contemplated under the appropriation estimated for the fiscal year 1919 includes the provision of an additional boiler capacity of 1,200 horsepower.

NEW YORK.

The work covered by funds available and estimated for the present fiscal year includes the following:

One additional 8,000 cubic foot air compressor.
One additional 2,500 kw. turbogenerator.
Foundation and accessories for this equipment.
Booster pump.
Extension of power-distributing systems to new structural shop.

The work contemplated under the appropriation estimated for the fiscal year 1919 includes an additional generator unit and additional boilers and extension to present building to accommodate the boilers. This plant was recently equipped with mechanical stokers to provide the needed additional boiler capacity, but more units will be required to take care of the proposed increase in the generating capacity next year.

PHILADELPHIA.

Out of funds for the present fiscal year additional fire pump was installed in the old power plant and the stokers remodeled. This involved a relatively small expenditure. An entirely new plant is under construction in the western portion of the yard to take care of the new development. The work contemplated for the present year includes:

Power-plant building.
Coal-handling apparatus and storage.
One 6,500 cubic foot air compressor.

Two turbo generators, combined capacity 6,000 kilowatts.
3,600-horsepower boiler.
Circulating loop.
Foundations and accessories for the above equipment.
Power-distributing system for new shops now under construction.

The plant, as designed, provides ample space for expansion in generator and boiler capacity and it is expected that during the coming fiscal year additional equipment will have to be installed to meet the demands and carry out the general scheme of power-plant development. This will include one additional turbo generator, one additional air compressor and additional boilers with necessary accessories for this equipment; also further extension to power system as the growing needs of the yard may require.

NORFOLK.

Conditions of this yard are much the same as at Philadelphia. The development of the Schmoele tract with its new buildings and piers made it necessary to construct an entirely new power plant of much the same general characteristics as at Philadelphia. The work to be covered during the present fiscal year includes:
Two air compressors, 14,500 cubic feet combined capacity.
Two 3,000-kilowatt turbo generators.
Necessary foundations and accessories for this equipment.
4,800 horsepower boiler capacity.
Power-plant building.
Coal-handling equipment and storage.
Circulating loop and power distributing systems to the new buildings.

The work contemplated for the fiscal year 1919 includes additional extensions to the power-distributing systems, the installation of one additional generator, one additional air compressor, additional boilers and accessories for this equipment.

CHARLESTON.

Work under way for the present fiscal year includes:
One 1,000-kilowatt turbo generator.
One 5,000-cubic foot air compressor.
Seven hundred and fifty-horsepower boiler.
Foundation and accessories for this equipment.
Extension of power lines to new destroyer ways.
Estimate for additional work during fiscal year 1919 is not submitted.

NEWPORT.

The original appropriation contemplated minor improvements to the existing plant. On account of war conditions and expansion of training station, it was necessary to provide much greater capacity, and it was found that the existing plant could not be expanded. An entirely new plant was started early in April and is now in operation, and includes:
Two 600-kilowatt turbines.
One 100-kilowatt moved from old plant.
Four 500-horsepower boilers.
Foundation and accessories.
Extension to power-distributing systems to various camps.
Additional funds are not estimated for the fiscal year 1919.

MARE ISLAND.

Work to be carried out during the fiscal year includes:
One additional 8,000-foot air compressor.
One 3,000-kilowatt generator.
Necessary foundations and accessories for above equipment.
New suction well.
Booster pump.
Additional feeder panels.
Extension to distributing system.

During 1919 it will be necessary to put in additional boiler capacity, owing to the prospective increased demands on the present equipment for compressed air, incident to the proposed new structural shop.

PUGET SOUND.

Work to be done during the present fiscal year includes:
One 3,000-turbo generator.
Twelve hundred-horsepower boilers.
Foundations and accessories for same.
In 1919 it is expected to add one additional generator on account of electric furnaces to be installed in the foundry and one additional air compressor with power distributing lines to the shipbuilding section of the yard.

PEARL HARBOR.

The work to be done during the present fiscal year includes:
One 3,000-kilowatt generator.
One 3,000-cubic foot air compressor.
Foundations and accessories for this equipment.
Twelve hundred-horsepower boilers.
Extension to power house.
There is no item submitted for the fiscal year 1919 for this station.

NEW ORLEANS.

No work is contemplated at this station out of funds for the fiscal year 1918. The activities of the yard have increased greatly during the war, and it is proposed to install power-plant equipment in a building originally built for that purpose but never used. This station at present has a very small plant and the equipment is old and inadequate for the needs. Work has not been previously started, as it has been felt that the matter could be delayed until an appropriation was secured in the present bill. The plant will be a small one, but sufficient to meet the needs of the station.

Commander PARSONS. And put a complete statement as to each one of them in the record?

The CHAIRMAN. Yes, sir.

"Wash room and toilet facilities for yard workmen, $5,000." Did not we give you that two or three years ago, something of that kind?

Commander PARSONS. You gave us some small sum. I think, as a matter of fact, those two items might be stricken out. They are small, and as they come up they will have to be done, and if there is an urgent necessity for them, they can be cared for out of something else. If they are not an urgent necessity, I do not think they are required. Take, for instance, at the prison. We are building additions to care for an increased number of prisoners, and that is an item that has to be charged to contingent, amounting to $200,000, and this $4,000 will all be taken care of incident to these additions.

The CHAIRMAN. And the wash room and toilet has been taken care of out of a general fund?

Commander PARSONS. It either can be or will be. There is no urgent necessity for an additional toilet now.

The CHAIRMAN. I was under the impression that we gave you that a short time ago.

Commander PARSONS. You did.

Mr. HICKS. You said you had made additions to that naval prison?

Commander PARSONS. We are making temporary improvements, temporary barracks.

The CHAIRMAN. Do I understand you to say that they are costing $200,000?

Commander PARSONS. Two hundred thousand. We are making temporary additions for about 750 men.

Mr. HICKS. Is it a wooden structure?

Commander PARSONS. They are wooden one-story structures, with a central mess hall, and connected with the permanent buildings, so that the two can be used together.

Mr. BROWNING. If I remember correctly, that was a very handsome prison at Portsmouth.

The CHAIRMAN. Very.

Mr. BROWNING. One of the best in the country.

Mr. HICKS. Yes, sir.

The CHAIRMAN. The next item is the navy yard at Boston, Mass. Improvement of central power plant, $75,000. That is the only item asked for there. Tell us about what improvements you want there and if that is all that you are expending on that, or if you have expended under your lump-fund appropriation and this is to supplement what has already been expended.

Commander PARSONS. That is in the same condition.

The CHAIRMAN. In the pending bill you have a request for three and one-half millions of dollars.

Commander PARSONS. That is what I spoke of.

The CHAIRMAN. Was any part of that three and one-half millions for the improvement of this power plant at Boston?

Commander PARSONS. Yes. I would like to show that in that statement.

The CHAIRMAN. That is what I want you to do.

Commander PARSONS. We will show you from which appropriation the item comes.

The CHAIRMAN. The next item is navy yard of New York, "Fitting out crane, and this appropriation shall be available for the payment of obligations on account of the existing emergency incurred prior to the passage of this act and which are otherwise chargeable to this appropriation, $750,000." Tell us about that fitting-out crane—what it is for and the work that the crane is to do?

Commander PARSONS. You can strike out all of that item, because it has already been provided for. It takes a long time to build these cranes, and we got an allotment from the emergency fund of $850,000.

The CHAIRMAN. And this has already been taken care of?

Commander PARSONS. Yes, sir. I might explain what those cranes are, because they will come up again. They are fitting-out cranes to handle heavy weights. At New York we had to try and get that ready by the time the battleship comes off the ways, and these cranes take about 18 months to build. The cranes will handle 350 gross tons with a 120-foot reach from the center of rotation.

The CHAIRMAN. Is it a rotary crane, or one like they built at Boston, where they have to back the crane out?

Commander PARSONS. This is a shore crane—what they call the hammerhead—and the hook has a rise above the wharf of 145 feet. So you can swing a 350 ton-load through an arc of 120 feet radius and lift it 145 feet above the deck. These cranes are much larger than any that have ever been built anywhere before, but are made necessary by the increase in weights of large vessels. The scheme of development of the yards has been adopted with the idea of putting one at New York, one at Philadelphia, and one at Norfolk. When you get to 350 tons, you can not use floating cranes. The

biggest floating crane is 150 tons. The one now being built at Mare Island is costing $800,000 to $900,000 for a 150-ton floating crane; 350 tons is out of the question for a floating crane.

The CHAIRMAN. And they run on a track? They are moveable, are they not?

Commander PARSONS. No, sir; stationary. We move the ship. It is easier to move the ship than to move the crane. It has such a reach that it will cover a radius of 120 feet with the heaviest load and with a light load 200 feet.

Mr. PETERS. What are your requirements at Boston?

Commander PARSONS. You are not building any large vessels at Boston. There is no absolute necessity for it there.

Mr. KELLEY. What types of ships are under construction at Boston?

Commander PARSONS. Supply ships.

The CHAIRMAN. Fifteen thousand tons and under. The next item is "Water-front improvements, $650,000." What is that?

Admiral PARKS. That is principally for the support of that crane.

The CHAIRMAN. Does it contemplate dredging?

Admiral PARKS. Some dredging in that slip.

The CHAIRMAN. To what depth?

Admiral PARKS. Thirty-five feet, and extension of Pier C, and the support for that crane. The crane is to be located approximately at that point [indicating on map], to swing on both sides of that pier.

Mr. HICKS. When you get down 35 feet what do you find?

Admiral PARKS. We find mud and quicksand at different places in that yard. I think at that place you will have gotten through your quicksand. Your quicksand starts about 17 feet below the surface.

Mr. HICKS. It would not be rock, of course, at 35 feet?

Admiral PARKS. Fairly solid earth under this quicksand, and as I recall it that quicksand begins 17 feet below the surface at that point.

The CHAIRMAN. I thought you were dredging down to get a water depth of 35 feet, in order that a ship could come alongside?

Admiral PARKS. And work back and forth under the crane?

The CHAIRMAN. Yes. While you are doing this and going to that expenditure, is 35 feet sufficient?

Admiral PARKS. I think we will have 40 feet finally.

The CHAIRMAN. But had you not better make your estimates at 40 feet now instead of putting your superstructure on a 35-foot basis and then have to go under afterwards?

Admiral PARKS. That will be on a 40-foot basis. It will only mean the dredging of this upper part here [indicating].

The CHAIRMAN. That is what I am asking you about.

Admiral PARKS. The foundations will be on a 40-foot basis.

The CHAIRMAN. For a 40-foot channel?

Admiral PARKS. Yes, sir.

The CHAIRMAN. That is what I wanted to know, because 35 feet—it is not going to be long until that will not be big enough.

Admiral PARKS. My impression is that we will consider it much more than 40 feet for our foundation, because we have from 35 to 40 feet now and the 40-foot Ambrose channel indicates that we can go much more than 40 feet. That channel may be deepened to 50.

The CHAIRMAN. Heretofore you have been limited to about 32 or 33 feet in some basins there in the New York yards, and your ships, some of the big ones, have been settling in the mud and you have had to go down to get below that, and in making an improvement of this kind it seems to me that you ought to contemplate at least 40 feet.

Admiral PARKS. We will certainly have that depth in putting $650,000 into that work.

The CHAIRMAN. The next item is the "Central power plant improvements, $200,000," Put the same statement in with reference to that.

Commander PARSONS. All right.

The CHAIRMAN. Navy yard, Philadelphia, Pa., "Dry dock, to complete, $2,000,000." Will that be constructed within the limit of costs?

Admiral PARKS. Not certain. We are not able to determine that at the present time, although the unobligated balance is about $506,584.45.

The CHAIRMAN. About what per cent complete is the dock at Philadelphia?

Admiral PARKS. About 60 per cent of the excavation, and the coffer dam is in place. The excavation was being carried on by a suction dredge which in September sunk on the site.

The CHAIRMAN. And has it ever been raised since September?

Admiral PARKS. It has now been raised, and the contractor is going ahead to put it in condition to complete excavation.

The CHAIRMAN. To put the dredge in condition, you mean?

Admiral PARKS. The dredge in condition to complete the excavation.

The CHAIRMAN. How much has that mishap, the sinking of the dredge, delayed the completion of the dock?

Admiral PARKS. The contractor claims 210 days, but I am not willing to allow that much. I told him last Friday that I would hold the time in abeyance until he had gotten his dredge into working order. I think it will probably be about four months.

The CHAIRMAN. My information is that the contractor resorted to that method of dredging out that basin over the protest of the department. They wanted him to use hydraulic dredging, or some other form of dredging.

Admiral PARKS. This is hydraulic.

The CHAIRMAN. I know it is hydraulic, but I understood that the department objected to that method and wanted him to use a different method, and he took that at his own responsibility.

Admiral PARKS. You will have to ask Commander Parsons about that.

Commander PARSONS. I do not know as to that, Mr. Chairman.

The CHAIRMAN. What is the method of dredging at Norfolk?

Commander PARSONS. Dry excavation. What we call dry excavation is where they excavate in the dry and the other method is where they excavate by dredging under water.

The CHAIRMAN. I understand that at Philadelphia the department wanted them to adopt the same plan that was adopted at Norfolk and adopt the dry plan. I have heard that in a general way; I do not know whether it is authentic or not, and that the contractor

insisted upon taking the dredge and that that dredge has sunk twice, hasn't it?

Commander PARSONS. No, sir.

The CHAIRMAN. Hasn't it?

Commander PARSONS. No, sir.

The CHAIRMAN. Once?

Commander PARSONS. The elapsed time has been since September, but of course the contractor has put in his cofferdam, which would have taken a considerable to put in anyhow, so that the whole time lost is not necessarily the total elapsed time.

The CHAIRMAN. Are you going to use the dry excavation with the cofferdam?

Admiral PARKS. Use the hydraulic dredge if it can be made to work.

Mr. HICKS. What is the financial estimate of the cost due to the sinking of that dredge?

Commander PARKS. That has not been determined to date.

The CHAIRMAN. Is the Government responsible for the damages or the delay occasioned by the sinking of that dredge?

Admiral PARKS. Not unless the fault can be ascribed to the Government.

Mr. HICKS. That was the object of my question.

The CHAIRMAN. How can the fault be ascribed to the Government, if he was taking it by contract and selected his own method of excavating?

Admiral PARKS. It can not unless the Government did some act not provided for in the contract, and there is nothing to indicate that any such thing occurred.

Mr. KELLEY. What does the contractor claim?

Admiral PARKS. He claims that they were unable to keep a fence closed. He claims that he does not know what people came into that area and what those people might have done to his dredge.

Mr. BROWNING. Who is the contractor?

Admiral PARKS. The Maryland Dredging & Contracting Co.

Mr. KELLEY. He could not keep his gates closed on account of other operations of the Government. That is what he claims.

Admiral PARKS. That is what he claims.

Mr. HICKS. In other words, he is trying to put the burden on the Government?

Admiral PARKS. Yes, sir; the contractors always expect to do that. I went up there Friday and had a conference with him in the presence of the commandant and the public works officer. The closing of his fence was his own affair. He kept his fence open in order that he might have better access to other work that he was doing on the station—machinery going back and forth. The commandant had given the contractor permission to close this fence, to put his own crew in charge, and to do everything that was necessary to protect his property. My investigations indicate that he did not take advantage of that permission, but there is no indication on the dredge that anybody bored any holes in it or that anybody used any dynamite to jar it. The board's report is absolutely noncommittal.

The CHAIRMAN. Maybe they wanted it to read both ways?

Mr. KELLEY. Did the Government furnish the guards to protect all of these works there?

Admiral PARKS. The Government has its own guards.

Mr. KELLEY. About this particular work?

Admiral PARKS. About the yards, but requires the contractor to protect his own property. It permits a contractor to inclose a certain portion of the yards for his use in connection with the contract, and this contractor has a fence erected around his site with a gate near the upper end. Work was going on beyond that dock site in connection with a structural shop. Until a temporary road had been built near the back channel people walked across his inclosure to get to that structural shop.

Mr. KELLEY. And that was before the accident?

Admiral PARKS. That was long before the accident.

Mr. PETERS. If there is nothing that would indicate his vessel was the subject of attack, I do not see any reason why the Government should be responsible.

Admiral PARKS. The point he was making was that somebody might have gone in there and by dynamite or by boring holes, caused the dredge to sink.

Mr. PETERS. You say that it does not appear to be so?

Admiral PARKS. There is no evidence of it.

Mr. OLIVER. And he failed to exercise the right to guard this property?

Mr. VENABLE. Unless there is some proof that there was somebody that did do something to this property, the Government is not responsible.

Mr. OLIVER. Who constitutes the board?

Admiral PARKS. Appointed by the commandant.

Mr. OLIVER. Who were appointed on the board, do you recall?

Admiral PARKS. I think there was a line officer, a public works officer, and a naval constructor on the board; Lubey, Webb, and I do not recall the other one.

Mr. OLIVER. You have requested a more specific finding by the board?

Admiral PARKS. I have. That is, I have requested the commandant to make a more specific one and he will probably make use of the board or of another board to do it.

Mr. KELLEY. When does the contract call for the completion of this dock?

Commander PARSONS. I think in the summer of 1919.

Mr. KELLEY. This will delay it four or five months?

Admiral PARKS. Not longer than that I think.

Mr. KELLEY. About a year from now.

Admiral PARKS. Yes, sir.

The CHAIRMAN. You can put in the central power plant improvements the same as the other.

Commander PARSONS. All right.

Mr. BROWNING. I want to ask the Admiral a question. When this was up for discussion some years ago, it was stated that the excavated gravel was to be used in the concrete work. Is that true now?

Admiral PARKS. That statement was made, but that gravel was not in uniform layers and was mixed with sand to such an extent that I do not believe it was economical for anybody to attempt to use it. I have used some of it myself.

The CHAIRMAN. It was only used as an argument to get the dock?

Mr. BROWNING. That is not what I wanted to get at; it was not so much to get the dock as the cheapness of the dock, that it would cost so much less than anywhere else.

The CHAIRMAN. I understand that it did not do it.

Admiral PARKS. There was too much sand in the gravel.

The CHAIRMAN. The next item there is strictly in the Washington yard, ordnance matters.

Commander PARSONS. You have the land which I think has been brought up. It is not in the bill but you considered that, did you not?

The CHAIRMAN. Where is that?

Commander PARSONS. It is not in the bill but I understood that was brought up.

The CHAIRMAN. It was brought up in the hearings. Have you anything further to say about the land question?

Admiral PARKS. I went into that matter four years ago with the inspection board, and consider it is necessary to buy it.

The CHAIRMAN. You can insert in the hearings such additional matter as you want to with reference to the land. We went into that fully with the others.

The navy yard, Norfolk, Va., is the next item, "Dry dock to complete, $2,000,000." What percentage of progress is that dock toward completion?

Commander PARSONS. We expect to complete that dock a year ahead of time. They will complete it either in the summer or early fall of this year.

The CHAIRMAN. It will be completed within the original limit of cost?

Commander PARSONS. Yes, sir; it is so expected.

Mr. BROWNING. What is the limit of cost on that dock?

The CHAIRMAN. $3,500,000.

Mr. BROWNING. What was the limit of cost on the Philadelphia dock?

The CHAIRMAN. $3,500,000.

Mr. BROWNING. It was the same?

The CHAIRMAN. Yes, sir. The water-front improvements, including the acquisition by purchase or condemnation of land on the opposite shore of the Elizabeth River, including riparian and other rights appurtenant thereto, $500,000. I would like for you to tell us about the improvements on the water front and especially about the purchase and acquisition of land there. You are asking for so much land in this matter here, that I am afraid that if we give all that you are asking for there won't be room enough left on the earth for the rest of the inhabitants.

Admiral PARKS. Some time ago the channel was straightened on the east side of the river, and I have been endeavoring to find correspondence and estimates for the acquisition of land on that side, but at the present time I am unable to produce any.

The CHAIRMAN. A few years ago we made an appropriation for the acquisition of land and it was acquired at the Norfolk yard there for the purpose of widening the channel. Is this for the same purpose, cutting that out and dredging it out?

Admiral PARKS. No; no land was acquired. The moving of the harbor line did not throw any upland outside of the line, except one

piece that was not considered to be improved, a part of the Surry Lumber Co. property, a little part that projected, and possibly one other piece.

The CHAIRMAN. What is it you have there now, of usable depth at your yard and in front of the entrance of your new dock?

Admiral PARKS. I do not recall it. We laid it out for 1,200 feet.

Commander PARSONS. We will have about 1,200 feet when the entrance is dredged.

Admiral PARKS. That is what I would call it, 1,200 feet.

The CHAIRMAN. That embraces the land that we appropriated for, for the purpose of taking it away, widening out and dredging the channel, several years ago?

Admiral PARKS. It includes that; yes.

The CHAIRMAN. There was also some litigation with some of the riparian claimants down there. I believe that litigation was determined a year or more ago in favor of the Government, was it not, by the courts?

Admiral PARKS. No, this case never reached the courts. Condemnation proceedings were asked for but afterwards suspended.

The CHAIRMAN. I understood that it had been settled by the courts in favor of the Government.

Mr. KELLEY. Is this land contiguous to the St. Helena School?

The CHAIRMAN. I wanted to ask him about this especially. What land is this you want to acquire?

Admiral PARKS. I am unable to state. I have not been informed and I can not tell you to-day. Two hundred thousand dollars does not seem to be enough to touch any considerable quantity of land unless it is that of the Surrey Lumber Co. The small projecting part just mentioned, for which the company turned in a claim of $104,000, and it will probably be more to-day.

The CHAIRMAN. What are they putting in the claim for?

Admiral PARKS. Well, that we were destroying the value of their property by moving the harbor line and the dredging that was done under the previous appropriation.

The CHAIRMAN. In other words, giving them deeper water was destroying their property?

Admiral PARKS. Exactly, as I understand it.

Commander PARSONS. The War Department moved its bulk head line back from the end of a projecting pier of the Surrey Lumber Co. That portion of their land outside of the bulkhead line has never been acquired by the Navy Department. The bulkhead was located with the understanding that the Navy Department would settle with the owners for any land above high water. They asked $100,000 or $200,000 for it. Nothing was done. The only way that can be actually acquired is by condemnation proceedings.

The CHAIRMAN. I would like for you to put in your statement a detailed statement of how much of this $200,000 and $500,000 that is asked here is for water front improvements and what those specific improvements are to be, so that we can segregate them from any invisible claims for land.

Commander PARSONS. May I make just a statement on that whole situation of the water front? You gave us the Schmoele tract a good many years ago and we have laid out a development

for the Norfolk Navy Yard, which shows in red [indicating on map], and you have given us money for various shops and buildings which have been erected. Eventually you must provide piers throughout this water front to give berthing space at Norfolk.

The CHAIRMAN. I understand that. What I want you to show is not with a view of denying you a water front improvement, but I want to know how much is going to water front improvement and how much is included in this language "The acquisition by purchase or condemnation of land on the opposite shore of the Elizabeth River."

Commander PARSONS. I just wanted to point out that that $500,000 is a very small appropriation for that water front development, the purchase and control of this land which eventually is desirable for the Navy Department to have to prevent the private development on this deep-water channel for terminals which will interfere with the use of that by the Navy.

Mr. KELLEY. Point out the St. Helena School on that.

Commander PARSONS. It is here [indicating].

Mr. KELLEY. Where do you propose to buy land in there?

Commander PARSONS. Eventually I think the Navy ought to own all of this water front. Of course, that $500,000 is a drop in the bucket.

The CHAIRMAN. It is on the opposite side of the river?

Commander PARSONS. The Government is providing at its own expense a very fine channel and the tendency will be to develop a big terminal there some day.

Mr. KELLEY. This item is not to purchase that land that you pointed out but to settle for some damages the Government has caused already?

Commander PARSONS. And to give the opportunity and money to buy land in case they can get any at a reasonable figure there. It is a blanket authority.

The CHAIRMAN. "Tracks, streets, and sewers, $100,000." What is that?

Admiral PARKS. The new dock at Philadelphia is being located in the new building part of the yard. The new structural shop and building ways are located beyond the dock.

The CHAIRMAN. It is an undeveloped part of the yard?

Admiral PARKS. Yes; the formerly undeveloped part of the yard, to the westward, and also that to the eastward, where the aircraft factory is located, which has practically doubled the area of the yard which calls for extension of tracks, streets, and sewers.

The CHAIRMAN. I would like for you to put a statement in showing the number of the tracks and the character and the need of the tracks and the streets and a general outline of the streets, what it would cost you per square yard.

Commander PARSONS. That is a pretty difficult thing.

The CHAIRMAN. Just an estimate.

Commander PARSONS. We can take that $100,000 and split it up.

The CHAIRMAN. I want information so that if a man asks me how much for streets and how much for sewers I can tell him.

Commander PARSONS. Just approximately?

The CHAIRMAN. Approximately. The sewers, how much for them?

(NOTE: Tracks, $35,000; streets, $45,000; sewers, $20,000. Total $100,000.)

Mr. KELLEY. I wanted to know whether this $500,000 was to be used to purchase land where he is intending to settle some claim for previous acquisition of land?

Commander PARSONS. If they do ever acquire this little strip projecting out it will have to be through condemnation proceedings.

Mr. KELLEY. I understand that.

Commander PARSONS. And then we will have to have money to pay for that, but it is not absolutely essential that the Government acquire that, although they are supposed to do it, because it does not interfere with the channel very much. It is just a little projection.

Mr. KELLEY. And you do not know what particular land the department has in mind?

Commander PARSONS. The department simply has the general idea that they ought to acquire some under this water front appropriation.

Mr. LITTLEPAGE. No part of this appropriation you are asking for is to settle any claims that have accrued up to date against the Government?

Admiral PARKS. No adjudicated claims.

Mr. KELLEY. Any claims at all?

Commander PARSONS. You will not have a claim on that until the Government takes it, and the Government has not taken it.

Mr. KELLEY. Some people assert a claim for some of it that has already been taken?

Commander PARSONS. The Government has tried to buy that land but they have asked an absurd price and the Government did intend to start condemnation proceedings, but no condemnation proceedings have been taken. So if the Government does not take the land, it is very hard to see how they can present claims. Eventually it ought to be purchased.

Mr. OLIVER. No one is now insisting they have a claim for damages against that propeery?

Commander PARSONS. No, sir.

The CHAIRMAN. They may insist in a general way.

Commander PARSONS. If we took that land, they would have a claim.

Mr. OLIVER. I understand that.

The CHAIRMAN. Put in the same information with reference to the central power plant and distribution station at Norfolk—tracks, streets, and sewers, the same thing, and the development of the yard there—the same information.

Admiral PARKS. All right.

The CHAIRMAN. Now, "Galvanizing shop, $100,000." Tell us about that and the work that you are doing—what your condition is now and why you need this.

Commander PARSONS. The building of these additional buildings and the concentrating of the ship-fitting work in the new part of the yard, with the additional work which these larger shops will make possible, means that some sort of improvement of conditions with respect to the galvanizing facilities will have to be supplied in connection with the other shops.

The CHAIRMAN. Is the galvanizing activity there?

Commander PARSONS. It increases as the other activities increase, and it is now in the older portion of the yard, and the facilities are relatively small. This item has been urged especially during the last month or two, and they have wanted us to secure from the department money out of the existing fund, but we told them that they would have to wait for this appropriation. It is merely one of those items which is recognized as a part of the development of the navy yard.

The CHAIRMAN. I want to ask you can the present galvanizing shops that you have there continue to do the work in the future in a proper and economincal way, or do you absolutely need this new work, or is the new work just simply put in in keeping with the new buildings and construction that you are putting down there, to make it a little more asthetic?

Commander PARSONS. Not at all. They have need of this just as much as the additional structural shop is needed. It is absolutely essential for the increased capacity of the yard, just as much as the structural shop, or any of the other shops. We have not put it in before, because we did not need it before.

The CHAIRMAN. It is needed now?

Commander PARSONS. Yes, sir.

Admiral PARKS. The present shop would be out of entirely proportion with the other increased shops.

The CHAIRMAN. What will be the dimensions of this and what is to be the character of the construction?

Commander PARSONS. It will be a steel frame of style, just about the same as that structural shop. I do not know the exact dimensions.

The CHAIRMAN. You can put it in your hearings.

(NOTE.—About 60 feet by 120 feet.)

Mr. KELLY. Is there any difficulty in getting labor at Norfolk now?

Commander PARSONS. The Norfolk district is like other districts. There is a great deal of difficulty in getting labor, even worse than some others, especially unskilled. The Army and the Navy is suffering for the lack of laborers required in the Norfolk district.

Mr. KELLY. Are there plenty of housing facilities?

Commander PARSONS. I do not know.

Mr. KELLY. Is the Navy Department to do anything along that line?

Commander PARSONS. The Navy Department is having the matter investigated, but has not actually started the construction of any houses, other than constructing barrack facilities for laborers.

The CHAIRMAN. The next item is steel and lumber storage, $400,000. Please tell us about that.

Admiral PARKS. That steel storage is in connection with the new structural shop, and the lumber storage is partly for covered storage to provide protection for dry material, and the rest of it is for open storage for the green lumber.

The CHAIRMAN. How many buildings are you going to put up under that?

Admiral PARKS. One building for the dry lumber. The steel storage will most of it be open storage, stored with cranes and in racks.

The CHAIRMAN. By open storage, do you mean out in the weather?

Admiral PARKS. Yes, sir; out in the open.

The CHAIRMAN. That brings up another question. They have been telling us down at the other yards that it was a waste and an extravagance to put steel and metals out in open storage, where the weather, the rain, and the moisture could get to them; that the corroding of the metal was very detrimental and very expensive, and they have been urging us to put all of the steel under cover. How much of this $400,000 is it going to take to put it out in the open?

Admiral PARKS I think $200,000 for the open storage, including the cranes, would be about the right thing for that steel.

The CHAIRMAN. You are just going to build racks and leave it out in the open?

Admiral PARKS. That is my idea of the proper way to store it there.

The CHAIRMAN. What is your opinion, then, about what has been told us heretofore about the effect of the weather on metal, etc.?

Admiral PARKS. There are certain places where it is necessary to keep it out of the weather. I have just come from such a place, Pearl Harbor, but in most places I believe that deterioration due to the weather is immaterial, if the steel is used within a reasonable time after it is bought. If the stock is to be stowed there indefinitely, inside storage may be the proper thing, but if steel is used within a reasonable time after its receipt, I do not think covered storage would be necessary at Norfolk.

The CHAIRMAN. What do you have in mind as a reasonable time of turnover?

Admiral PARKS. I should say three months ought to be enough, except for partly fabricated ship steel of which a great deal may be assembled before the keel is laid; material might be partly fabricated five or six months before it is found convenient to lay the keel, but from that time on I think three months ought to be long enough.

The CHAIRMAN. Is this storage for fabricated material that has been made ready to go to the ship or is it for the rough material before it is fabricated?

Admiral PARKS. Plates and shapes before fabrication.

The CHAIRMAN. Not any after fabrication. Would they be kept under cover?

Admiral PARKS. They might be put under cover, but I have not seen that kind of material put under cover. It has been piled up in the neighborhood of the assembling plant.

The CHAIRMAN. It lies out in the open on the approaches to the ways?

Admiral PARKS. To the ways.

Mr. KELLEY. It seems to me that I recall when we appropriated for that large shop there, it was claimed that these old shops would, from that time on, be used for storage purposes. What has become of that argument?

Commander PARSONS. Not for steel storage, but for general storage of supplies and things of that kind. You should store steel close to the fabricating shop.

The CHAIRMAN. When we were down there in the summer, Supplies and Accounts had taken over everything and had rented buildings outside and they had everything just shoved full.

Mr. HICKS. Do you recall that we were shown into one storage building where they had steel and brass and different things of that

kind, where they had to put the framework for their supplies, maybe above the floor to keep it out of the water, and they said then that they were constantly flooded at high tide to the great disadvantage of the yard and at a loss to the Government. Has that been rectified in a general way?

Admiral PARKS. I do not know about that.

Commander PARSONS. That must have been because the building was low. But you are bound to have both open and covered storage for steel plates and shapes, if you want to keep a certain amount of reserve for six months or a year, and you must have, so far as the money is available, some covered and some open storage.

The CHAIRMAN. This says "Steel and lumber storage, $400,000." Is that contemplated to complete the matter?

Commander PARSONS. That is nowhere near enough.

The CHAIRMAN. So that should also have in it the familiar word that we see used, "toward"?

Commander PARSONS. It ought to be "toward," because that is not enough.

The CHAIRMAN. What is the amount that is contemplated that will be needed for this purpose?

Commander PARSONS. About $850,000.

The CHAIRMAN. And it represents one building for dry lumber and the rest of it is open storage?

Admiral PARKS. Open storage for green lumber.

The CHAIRMAN. And the steel. What do you have for green lumber except a railroad track to store it alongside of?

Admiral PARKS. The railroad track and very carefully laid out skids. I believe we had a report on lumber at one navy yard which indicated a 43 per cent loss because of method of storage.

The CHAIRMAN. That was the carelessness of the workmen?

Admiral PARKS. Rather lack of knowledge. Since that time we have been giving a great deal of attention to the proper storage of lumber.

The CHAIRMAN. You give it a slant?

Admiral PARKS. We give it a slant and pile it with sticks of uniform thickness.

Mr. KELLEY. Did not we appropriate some sum for the improvement of the power plant down there last year? It seems as though we did.

The CHAIRMAN. No, sir; I do not think so.

Commander PARSONS. I think it came up in connection with the discussion on the $18,000,000 appropriation for equipping the yards, and we had some money provided which we used for that purpose.

The CHAIRMAN. We gave you $300,000 last year, didn't we, and this is the same amount this year?

Mr. KELLEY. Would not that show in the bill as being stricken out?

Commander PARSONS. You did give us $300,000 last year.

The CHAIRMAN. You are asking for the same amount this year and just did not strike out and put a new one there.

Mr. KELLEY. And then you got some from the $18,000,000?

Commander PARSONS. Yes, sir.

The CHAIRMAN. And haven't you got a part of this $3,500,000 in this deficiency?

Commander PARSONS. Yes, sir.

The CHAIRMAN. I would like for you to put a full statement in there with respect to these power plants.

Commander PARSONS. Before the water front is fully developed we will put more than $2,000,000 in this power plant. Right here (indicating on map) it shows this district, and the old one is over here (indicating) and so is this district.

The CHAIRMAN. After you get this new one built, do you contemplate operating both?

Commander PARSONS. I think we probably will because the heating of this section is pretty difficult to handle from the new plant. This is a long distance and I think that they will use the old plant in the heating season. They may not generate any power, but they will use it for heating.

The CHAIRMAN. Buildings and grounds, Naval Academy, to complete the extension of Bancroft Hall, $1,850,000, and increasing the limit of cost from $2,270,000 to $2,850,000. Tell us about the progress that is being made on that and how satisfactorily or unsatisfactorily it may be proceeding.

Commander PARSONS. That work is proceeding exceedingly well. We made the attempt to build a building—you know the type of building there—in a much shorter time than is customary for that sort of structure. We let the contract in August and we will have one wing entirly finished by next summer.

The CHAIRMAN. Upon what basis is that contract, a flat sum or cost plus?

Commander PARSONS. I would like to explain that a little. It is on a cost plus. We took bids on a lump-sum basis and we had several bids, but those bids were more than the amount available. Prices had risen since that estimate was submitted. We could not have let the contract on a lump-sum basis, because it was for more than the appropriation.

The CHAIRMAN. How much more did you pay?

Commander PARSONS. The bid was $2,600,000 or $330,000 more than the appropriation, but that did not include certain other items which will have to be furnished, bringing the total cost to $2,850,000. We took the low bidder, who was a very excellent contractor, and gave him the job on a percentage basis. We were particularly desirous to do this, outside of the fact that we could not have awarded it on a lump sum on account of the appropriation limits, because the price for granite which the bidders had been able to get was very high. That granite comes from a certain district in Maine, and a good many people had figured that we would have to use the same granite. We did have to use the same granite, but by letting it on a percentage contract, and practically arranging the granite contract for the general contractor, the latter on a percentage basis also, we have saved in the cost of that granite, upwards of a dollar a cubic foot, and I estimate that the work covered by the lump-sum bid will be done on a percentage basis about $50,000 to $100,000 less than it would have been on a lump sum. This additional money now asked for is on account of the increased cost of labor incident to the work. We simply had to go ahead with it.

The CHAIRMAN. And then other materials have also increased?

Commander PARSONS. Everything has gone up and that applies directly to the next item, which is power plant and distributing systems, for which we are asking for as much as we asked before.

The CHAIRMAN. A little bit more.

Commander PARSONS. A little bit more. The equipment increased about 80 or 90 per cent, and we are enlarging some of the distributing systems more than we originally intended, and are also taking steps to see if we can not get some form of water treatment for the water at the Naval Academy, which has given trouble and is still continuing to give trouble.

Mr. HICKS. Repeat that; I did not catch it.

Commander PARSONS. Water treatment for the water supply. We have drilled one or two more wells. The water down there has a lot of iron in it and it has a bad effect on the pipes, but we hope to put in a larger treating plant so as to remove that difficulty.

The CHAIRMAN. And there are large extensions there on account of the larger number in the academy?

Commander PARSONS. Yes, sir; we have added 450 reserve officers to the station. They are there now, and the midshipmen number about 1,400.

The CHAIRMAN. And we have authorized an increase at this station of over 500?

Commander PARSONS. We can accommodate in Brancroft Hall when completed 2,200, and then there will be the accommodations for 450 reserve officers in temporary buildings.

The CHAIRMAN. And then there is the old marine barracks over there?

Commander PARSONS. Yes, sir.

Mr. KELLEY. Will this $325,000 complete the heating plant you had in mind?

Commander PARSONS. Yes, sir.

The CHAIRMAN. Your next item is the general store building, $100,000.

Commander PARSONS. That is incident to the increase in the academy. You have not increased the facilities for the storage of supplies since the academy was built.

The CHAIRMAN. When I first came here each Member and Senator was allowed one appointee. Now each Member and Senator is allowed five appointees.

Mr. KELLEY. It seems in the bill last year we had quite an item for storage buildings. What has become of that?

Commander PARSONS. They were built at other places.

Mr. KELLEY. We appropriated $600,000, or something like that.

Commander PARSONS. Not at Norfolk.

Mr. KELLEY. Then at the Norfolk yards.

Commander PARSONS. New York and Puget Sound and Pearl Harbor were the only items in the particular bill.

Mr. KELLEY. Unless I am pretty much mistaken, we appropriated for Norfolk.

The CHAIRMAN. We appropriated in the bill before the last. My recollection is we appropriated $2,000,000 for a great power plant there—not a power plant, but a structural shop.

Commander PARSONS. A structural shop; $1,000,000.

The CHAIRMAN. How much was that?

Commander PARSONS. $1,000,000, but there was no storage.

Mr. KELLEY. It seems to me that in the discussion about the Jamestown matter you proposed to move the storage that we appropriated for up there and not ask for any at Norfolk.

The CHAIRMAN. There is no question but what reference to an appropriation of that kind was made.

Commander PARSONS. That money for storage at Hampton Roads was taken out of the emergency fund.

Mr. KELLEY. Out of the $115,000,000 that we gave them for any purpose that you saw fit?

Commander PARSONS. Yes, sir. There is another item there, Mr. Chairman; at the Naval Academy, which is not in the bill, but I feel sure that before the year is over we will have to submit an estimate for it, and that is for an additional building for seamanship and navigation. We have increased a part of the academy facilities for instruction purposes, but not for these particular departments.

The CHAIRMAN. Additional buildings for what?

Commander PARSONS. Seamanship and navigation. What we contemplate, if we secure the money, is a building for these two departments with a lecture hall. You have no satisfactory place for assembling midshipmen there now. The largest auditorium you have is the chapel, which seats about 1,200. You will have from 2,200 to 2,400 midshipmen and you have no place for assembly or for general lectures.

The CHAIRMAN. There is an assembly hall.

Commander PARSONS. In the academic building; but that only seats 800 or 900.

The CHAIRMAN. Yes; I know it is very small.

Commander PARSONS. So you have only the facilities you contemplated at the time you started the Naval Academy. We have laid out a building for seamanship and navigation, with a lecture hall above. Such a building will cost about $2,000,000, of granite.

The CHAIRMAN. Why do you need granite in a case of that kind?

Commander PARSONS. You have either got to use granite or gray-faced enamel brick, which you will remember looks something like granite, to match up with the rest of the buildings there. You must use either a granite building or brick with granite trimmings. The granite itself is about as cheap as brick, and you should, for this building, use granite to harmonize with the other buildings.

The CHAIRMAN. Where is that site? You said it would be located where?

Commander PARSONS. Referring to map [indicating], that is the chapel and those are the two new wings under construction.

The CHAIRMAN. That is right in front of Bancroft Hall?

Commander PARSONS. Yes, sir; right along the water front.

The CHAIRMAN. Is it down where they have the tennis courts?

Commander PARSONS. Yes, sir; right between these temporary buildings that we put up.

The CHAIRMAN. There is no estimate for that, or no recommendation come down for it. The next item is Port Royal, S. C., recruiting station. You ask for station improvements $100,000. What are those improvements?

Admiral PARKS. Dredging and reclaiming land $35,000, sea wall and bulk head $25,000, basin for boats in the old dry dock $25,000, and extension of heating lines and so forth $15,000.

The CHAIRMAN. Does that include the purchase of any land?

Admiral PARKS. No; it does not include land.

Mr. BROWNING. I have a note here that this appropriation was to be increased to $269,000; what was the other $169,000?

The CHAIRMAN. That was for the land. Gen. Barnett set that all out fully.

The next item is for the navy yard, Charleston, S. C., "Dredging, to continue, $25,000, instead of $15,000." Does the war conditions make more dredging or does it make it more expensive to do.

Admiral PARKS. It makes it more expensive.

Mr. KELLEY. Is this the removal of the débris that has accumuated since last year?

The CHAIRMAN. Yes, sir.

Mr. KELLEY. That is a permanent thing?

The CHAIRMAN. Yes, sir; we have it every year. Let me ask about that; what depth of water have you got there in the yard basin now, do you know?

Admiral PARKS. We have 30 feet everywhere except across the bar.

The CHAIRMAN. What have you in front of that dry dock down there?

Commander PARSONS. The dredging of a 30 foot channel is practically completed at Charleston, but I can not state what the depth is to-day.

The CHAIRMAN. Every time I have been there it has been down to about 15 feet.

Commander PARSONS. The sill of the dock is 34 feet 1⅛ inches below mean high water.

Mr. BROWNING. When we were there they had quite a large vessel there.

The CHAIRMAN. They had just dredged it out about a week before we got there. You have an item there, extending dry dock, $1,150,000. What sized dock do you propose to make there?

Admiral PARKS. One thousand feet.

The CHAIRMAN. What is the size of the dock you have there now? It shows in the record, but just to get it right here I ask the question. It will take the *Utah* class.

Mr. HICKS. Do I understand you to say they are contemplating the erection of a dock for a thousand-foot vessel?

Commander PARSONS. That is what all of the new docks are.

Admiral PARKS. It will take a ship 544 feet 10⅜ inches long.

Mr. KELLEY. And this is to make it so it will take in the largest dreadnaughts?

The CHAIRMAN. And also the cruisers.

Mr. BROWNING. Why are you extending these docks to take in battle cruisers and dreadnaughts? How are you going to get them there?

The CHAIRMAN. I wanted to ask him a lot of questions along that line, if you will permit me. What is the distance above the sill at the Charleston dock?

Commander PARSONS. It is given in this table here as 30 feet 7 inches.

(NOTE.—This should be 34 feet 1⅛ inches. The figure 30 feet 7 inches is the limiting draft for a ship of 101 feet beam to enter the dock. This is determined by the side clearance at the entrance. The distance between sill and keel for this draft is 3 feet 6 inches.)

The CHAIRMAN. Thirty feet 7 inches.

Commander PARSONS. It is 31 feet, mean high water, as shown in the section of the body of the dock.

(NOTE.—Depth of sill is 34 feet 1⅛ inches below mean high water. The depth 31 feet 1⅛ inches is the distance from mean high water to top of blocks with full height of blocks—4 feet 6 inches.)

The CHAIRMAN. The Helm Board reported that you could not dock a battle cruiser in it if you were to lengthen it, and they reported against it very strongly, and I want to say that it is the only thing that I know of so far that they have not recommended that they were asked to recommend. It is the only thing, however, that they failed to recommend anywhere, and they said out at length that it would be impossible to dock. Now, I want to ask you to put into the hearings what is the largest ship that has ever been docked in in that dock in the last five years.

Commander PARSONS. Of course, that has been determined by the depth of water in the channel.

The CHAIRMAN. I understand; and the controlling depth of the sea is only about 30 feet.

Admiral PARKS. Twenty-eight feet at mean low, I think.

The CHAIRMAN. But I am talking on high.

Commander PARSONS. There is a 5 or 6 foot tide.

The CHAIRMAN. It is a little over 30 feet, and the draft of a battle cruiser, the mean draft, is 33 feet.

Mr. KELLEY. Has the Government spent any money on dredging the main channel out to the keys through the War Department?

The CHAIRMAN. No, sir; we provided for dredging up to the yard.

Mr. KELLEY. I thought there was an appropriation in the river and harbor bill somewhere.

The CHAIRMAN. There was one in this bill that the river and harbor people raised Cain about, about dredging the river up to the yard, $175,000, and they are dredging that now. That is to give us a 30-foot channel up to the yard, but that does not take in the controlling depth and over the bars out to the open sea.

Mr. KELLEY. That is 28 feet at mean low water?

Admiral PARKS. The Army was working on that channel at the time we were considering the move from Port Royal to Charleston.

The CHAIRMAN. I would like for you to give us a table showing the largest ship that has been docked in the dock at Charleston in the last 10 years, with the number of times that a ship of as much as 10,000 tons displacement or over has been in that dock in the last 10 years.

(NOTE.—Largest vessels docked last 10 years: U. S. S. *Nereus* and U. S. S. *Proteus*, displacement 19,080 tons. During this period three vessels of 10,000 tons and over have been docked.)

The CHAIRMAN. The railroad system extension, $15,000. Where are you going to run that?

Commander PARSONS. We put in some new ways there and we built some additional buildings, and this is merely for extension to the additional facilities that have been put in there.

Mr. OLIVER. To what extent have you adopted the suggestions and recommendations of the commandant at this yard?

Commander PARSONS. For additional facilities at Charleston?

Mr. OLIVER. Yes.

Commander PARSONS. At the time we had money for ship building?

Mr. OLIVER. I asked to what extent have you in your report adopted the suggestions and recommendations made by the commandant at the Charleston yard?

Commander PARSONS. That is a pretty hard thing to say, because there have been quite a number of them and we have provided additional destroyer ways and several other buildings in accordance with his recommendations from time to time. As to just whether we have adopted all of them, I could not say, without going through the correspondence and looking up all of his recommendations. I think we have put in or recommended most of those items which the commandant submitted to the navy yard board.

Mr. OLIVER. When our committee was there we had an informal hearing and there were a number of suggestions and recommendations that they thought ought to be immediately acted on, and I desired to know how many were now included in your recommendation.

Commander PARSONS. We have already provided several hundred thousand dollars' worth of improvements there.

The CHAIRMAN. Out of lump-sum appropriations. The next item is, "station improvements, $200,000." What improvements are they? I would like for you to give us a full statement as to that.

Admiral PARKS. Extension of the pier on the northerly side of the dock; the construction of another pier northerly from that site.

The CHAIRMAN. What are those two estimated to cost? You have got $200,000 and you have taken those two items. What is it expected will be the total cost?

Admiral PARKS. Half a million.

The CHAIRMAN. Are those two alone?

Admiral PARKS. Approximately.

The CHAIRMAN. What else now are you contemplating beginning under that $200,000?

Admiral PARKS. That is the only thing.

The CHAIRMAN. These two?

Admiral PARKS. Well, the beginning—the extension of that pier, which will accommodate, as far as we can make out——

The CHAIRMAN (interposing). What will you initiate besides these two under that $200,000?

Admiral PARKS. We will initiate this pier and go as far as we can, and when you give us more money we will start this pier on the other side.

The CHAIRMAN. What I am trying to get at under the "station improvements, $200,000" is, you will begin half a dozen different projects and then come back and say: "We have begun these and we need more money to complete them."

Admiral PARKS. I think that might be better, "Water-front improvements," than to have it tied down to this specific thing. That is what we want to use it for.

The CHAIRMAN. And you say it will take about $500,000 to complete these two you have mentioned?

Admiral PARKS. Yes, sir.

Mr. KELLEY. What is the necessity for extending these piers?

The CHAIRMAN. Additional berthing space. They have very little berthing space at the Charleston yard now, and that is really what they want. They have almost no berthing space.

Mr. KELLEY. Is that pier constructed in such a way as to give the greatest amount of berthing space?

Commander PARSONS. By lengthening it, you can get more. If you have a pier so long, you can only get so much berthing space on each side.

Admiral PARKS. This is for extending it about as far as it ought to go in that stream.

The CHAIRMAN. My recollection is that they ran it out in the stream and then turned it perpendicularly.

Commander PARSONS. That is the torpedo boat-pier?

The CHAIRMAN. That is not the one you have in mind?

Commander PARSONS. No, sir. It is the pier north of that, just north of the dry dock [indicating on plat]. Here is the torpedo boat one; it simply shows what can be done.

The CHAIRMAN. What real necessity is there for additional piers there, for wharfage?

Commander PARSONS. That is the thing that has been urged by the commandant and the navy yard commission and it is well recognized by the department that they want berthing space more than anything else, because they have very little of it.

The CHAIRMAN. The next item is "Boat storage, $10,000." Is that a building?

Commander PARSONS. Yes, sir; just a small shed. They have a number of boats stored out in the open and subject to the weather, and that is a shed they have intended as a cover for the boats.

Mr. HICKS. What kind of boats are they? Are they those that are taken off of the ships while they are being repaired?

Commander PARSONS. I think they build some boats themselves, and some boats from vessels are stored there.

The CHAIRMAN. Does this storage contemplate the storage of boats as they are constructed and before they go out into use, or does it take them in and out as they are used, or both?

Commander PARSONS. I do not know whether they manufacture boats or not.

The CHAIRMAN. They manufacture some boats.

Commander PARSONS. Then it would serve both purposes.

Mr. KELLEY. Is this a repair yard for destroyers?

Commander PARSONS. There is a lot of repair work done on destroyers. The yard is not designated for a particular purpose, but a great many destroyers have been going there in the past.

The CHAIRMAN. The next item is the naval station at Key West, Fla.: "Station improvements, $25,000." That is the same as last year and is just a standing one?

Commander PARSONS. Yes, sir.

The CHAIRMAN. That will take care of the station?

Commander PARSONS. It is a very small station.

The CHAIRMAN. The next item is the naval station at New Orleans: "Floating crane, $30,000." What do you want with a crane there?

Commander PARSONS. That is to enable us to buy the crane that you gave us $20,000 for last year. We did not have enough money on account of the price of material. It is a 28 or 30 ton floating crane along the water front.

The CHAIRMAN. And we authorized how much last year?

Commander PARSONS. $20,000, and we could not use it because we could not get one for that.

The CHAIRMAN. It is going to cost $50,000 instead of $20,000?

Commander PARSONS. Yes, sir; I think it was $20,000 last year.

Admiral PARKS. It was $20,000 last year.

The CHAIRMAN. This $30,000 will be in addition?

Commander PARSONS. Yes, sir; making a total of $50,000.

Mr. KELLEY. How does it happen that this Pensacola station does not want anything at all: are they abandoning that station?

Commander PARSONS. We are caring for the improvements at that station out of money appropriated for aviation.

Mr. KELLEY. How is that fund appropriated?

Commander PARSONS. The money is appropriated under "Aviation."

The CHAIRMAN. The improvement of the central power plant and distributing systems, $280,000. I would like for you to give us a very full statement about that in connection with the others.

Commander PARSONS. Yes, sir.

The CHAIRMAN. What large activities are contemplated there at that yard that will call for $280,000, in addition to what you have already mentioned, of your lump fund appropriations?

Commander PARSONS. We have not expended anything at New Orleans as yet.

The CHAIRMAN. Have you included anything for New Orleans in this $3,500,000?

Commander PARSONS. I think there is something in it, but I am not certain

NOTE.—The $3,500,000 in deficiency estimates does not include anything for New Orleans.

The CHAIRMAN. Put that in and let us know of the enlarged activities contemplated.

Commander PARSONS. Very well.

The CHAIRMAN. "Water-front improvements, $100,000." What does that mean?

Admiral PARKS. Increase in the length of the wharf.

The CHAIRMAN. They asked us last year for $30,000 for the extension of the wharf and we gave it, and they said that that would complete it.

Commander PARSONS. It was recommended by the navy yard commission and by the commandant. The present wharf is at the floating dock and has been extended toward the coaling plant. It is intended to complete this extension to the coaling plant so as to increase the berthing space. The previous appropriation for the extension of the wharf has been expended, and more money is needed to complete the extension as originally contemplated. Grading for approaches over the dikes to this wharf are included, but the principal thing is to secure more berthing space. The station has repeatedly urged it for a long time.

The CHAIRMAN. Year before last the commandant there sent us an estimate on request for $30,000 for extension of the wharf. The Senate, by way of amendment, put on $100,000 without any request or estimate, and then the committee disallowed it because at that time it was stated that they did not need anything like that, that $30,000 would be sufficient, and last year they renewed their request

for $30,000 and we gave it, saying that the $30,000 would extend the wharf all that was needed. Now, instead of the $100,000 that the Senate put on, which it was represented to us was not needed, they are wanting $100,000 in this bill.

Commander PARSONS. You see, the original estimate was $100,000 for extending that wharf between those two points. They did need that and they have always needed it. The great drawback to New Orleans has been berthing space. We spent $30,000. To finish that will require $100,000, and that is explained by the increased cost of doing the work. That is, the whole project is now $130,000 if you count the $30,000 you appropriated last year, and they should have all the berthing space you can furnish, because there is very limited opportunity for it and the only way you can have it is by extending that wharf.

The CHAIRMAN. The next item is "Shell house, $30,000." That is under "Ordnance."

The next is the navy yard at Mare Island, California: "Maintenance of dikes and dredging, $100,000." That is instead of $50,000 last year, and my recollection is that $50,000 was an increase over preceding years. What are you needing $100,000 for maintenance of dikes and dredging?

Admiral PARKS. That includes the repairs and the replacing of such dikes as found to be necessary. I think rebuilding will become necessary more frequently.

The CHAIRMAN. What dikes are those? Are those the ones up there at Kenlo shore?

Admiral PARKS. The Mare Island straits.

The CHAIRMAN. Is that where you tried to get the deeper channel?

[Commander Parsons here indicated on the map.]

The CHAIRMAN. Where is the channel?

Commander PARSONS. Right up through here [indicating]. This is the channel and Mare Island straits.

The CHAIRMAN. This is one dike here [indicating]?

Commander PARSONS. Yes, sir; that is one. There are dikes all the way through here.

The CHAIRMAN. What depth of water have you there now?

Commander PARSONS. Thirty feet in the channel. Up in here we have 33 or 34 feet.

The CHAIRMAN. So that you have 30 feet on mean low water?

Commander PARSONS. Yes, sir; and about 31 on mean low water.

The CHAIRMAN. Is that the controlling depth of the sea?

Commander PARSONS. The channel through San Pablo is the same, 30 feet mean lower low water.

The CHAIRMAN. So up to the navy yard you have got 30 feet?

Commander PARSONS. Thirty feet.

The CHAIRMAN. What would that give you in high water?

Commander PARSONS. I think it is about 4 or 5 feet range.

The CHAIRMAN. You would have then something like 35 or 36 feet up to the Mare Island Navy Yard?

Commander PARSONS. Yes, sir; to what they call the turning basin. That requires constant dredging. They dredged a portion of it out in 1917, and they must keep dredging all the time.

The CHAIRMAN. Many years ago I am told that they had a natural depth of water in there of 40 feet, and that the placer mining up the

Sacramento River brought down an immense deposit of silt and mud, and that had filled up that channel, and there was a large deposit of it out here [indicating], and that that had been with the washing of the tide and the wind slushing was washing into this channel, and that it would be largely checked by these dikes. What has been the effect of the dikes; have they checked that?

Commander PARSONS. The material has been piled up and piled up behind these dikes until they have been filled outward, and they have stopped a lot of material coming in. It is a question whether the continuation of those dikes would prevent a large proportion of the silt coming into the channel. The channel dikes here have tended to narrow the channel and tended to maintain a fixed depth.

The CHAIRMAN. It was told to us three or four years ago that the tendency of these dikes now was with that narrow channel to wash the silt out, and that it was washing a little deeper each year. Has that been verified?

Commander PARSONS. That is a pretty hard thing to state. There are some soundings here that show 33 feet, at one time, and again show 34 feet 6 inches, and the next one to it shows 33 feet 2 inches, and now it is 31 feet 6 inches. So it is a pretty hard matter to make a definite statement as to whether there has been an appreciable deepening. Apparently 30 feet is the mean on that channel

The CHAIRMAN. You have got a channel how wide?

Commander PARSONS. 600 feet up to the navy yard.

The CHAIRMAN. And with what depth?

Commander PARSONS. Up to the navy yard 30 feet but in the turning basin itself, which is 1,000 feet wide, we have not got 30 feet.

The CHAIRMAN. I understand that. That is the navy yard's fault; that is their work.

Commander PARSONS. It is a question of whether you give us enough money to dig it out.

The CHAIRMAN. Exactly. This was done by joint action. We appropriated $750,000 or $705,000?

Commander PARSONS. $705,000, I think it was.

The CHAIRMAN. $705,000 and the Rivers and Harbors Committee appropriated something, and we consolidated the work and built these dikes, and this channel. What I wanted to show was we are maintaining a channel of 600 feet there now that is more than 30 feet deep at low water. You have got the same thing there about the central power plant and distributing system?

Conmmander PARSONS. Yes, sir.

The CHAIRMAN. You are wanting a structural shop and auxiliary improvements there $1,000,000. I would like for you to give us a real good explanantion about that.

Commander PARSONS. We got a telegram from them yesterday asking if they could not immediately start construction on the shop in advance of your appropriation. So they consider it very urgent. We are building or have built additional destroyers ways down here—for destroyers or mine sweepers. Out of various appropriations for ship building we have extended the large ways and are extending them again, and have made various changes in the different buildings to enable the yard to do larger work. I think there has been provided at Mare Island out of the shipbuilding fund,

$500,000 and in addition a joint resolution of Congress appropriated $300,000 or $400,000 for the year previous.

Mr. KELLEY. And out of the ship fund they were going to do some of this work?

The CHAIRMAN. And out of that $18,000,000.

Commander PARSONS. $500,000 for Mare Island. You had given $400,000 or $500,000 before that.

The CHAIRMAN. We made available certain unexpended balances.

Mr. OLIVER. No part of this was recommended by the Helm Commission?

The CHAIRMAN. No; this is for Mare Island only.

Commander PARSONS. The structural activities are quartered in a number of buildings scattered over the yard and many of the machines are in the open, protected only by a light shed over the machines themselves. If the yard is to do work economically, they need a new, modern structural shop. Such shops have been provided at Philadelphia, Norfolk, and New York, These shops are entirely different from the old shops, being 600 or 700 feet long, 200 or 300 feet wide, and are capable of doing large work economically along modern lines. This yard, if it is going to continue to do shipbuilding, must have a modern structural shop.

The CHAIRMAN. You haven't one now, as you have stated. Will this $1,000,000 be sufficient?

Commander PARSONS. It will not do it; no, sir. We will want $1,500,000 for that shop, judging from our experience. The shop at Norfolk has cost $1,400,000. In addition to the estimate here, we have included in the estimate under shipbuilding which is asked for in this bill, an item of $500,000 for forge shop for Mare Island, which is to be adjacent to the structural shop. So for those two projects we are asking nearly $2,000,000.

The CHAIRMAN. Where is that $500,000?

Commander PARSONS. It is under the shipbuilding, toward the end of the bill.

Mr. OLIVER. If Congress should in the future adopt the recommendations of the Helm Commission with reference to establishing a new yard near San Francisco, to what extent would you abandon the activities at the Mare Island yard in the way of shipbuilding?

Commander PARSONS. I would go ahead and build that structural shop even if you were going to start that other yard to-morrow, because it is a good place to build ships.

Mr. OLIVER. The suggestion has been made that if a new yard was established in that neighborhood that this property would probably be used for essentially different purposes to those it is now employed on.

Commander PARSONS. At the San Francisco yard you can provide additional docking facilities which you can not do at Mare Island.

Mr. OLIVER. Was it contemplated by the Helm commission that this should be retained for the purposes it is now being used and also build another yard at the point they recommended?

Commander PARSONS. It was, as I remember their report. There was no intention of doing away with the Mare Island yard.

Mr. OLIVER. I did not understand that it was proposed to do away with the Mare Island yard, but it was proposed to retain it as a building yard only.

Commander PARSONS. As I remember their report, it was.

Mr. KELLEY. They have all the building ways needed for this yard if you put up a shop like this?

Commander PARSONS. Eventually you ought to put up a modern type of large ways when we go back to building battleships and battle cruisers.

Mr. KELLEY. We are building one battleship there now, aren't we?

Commander PARSONS. Yes, sir.

Mr. KELLEY. Is work going forward on it?

Commander PARSONS. I believe it is. As to the details I do not know. We have several other small ways which are being used for destroyers and mine sweepers.

The CHAIRMAN. The next item is central power plant and distributing systems, $200,000, navy yard, Puget Sound, Wash. Give us full information about that. Naval station, Virgin Islands: "General improvements, including the purchase of land," and then authorization for the condemnation of land, $2,000,000. We will take that up with the Secretary.

Commander PARSONS. I have compiled some data on that subject, which I can leave with you or give to the Secretary. I presume you will want it.

The CHAIRMAN. Let him present that.

Mr. HICKS. We will want quite a lot.

Mr. OLIVER. Would it be well to have him insert that in his hearing?

The CHAIRMAN. You may insert that in your hearings, and we will take it up with the Secretary.

Virgin Islands, $2,000,000. This estimate contemplates providing suitable water supply and sewerage for the principal towns on St. Thomas and St. Croix; the establishment of hospitals and dispensaries at St. Thomas, St. Johns, and St. Croix, and general sanitary improvements throughout the islands.

Extensive reports have been presented showing the urgent needs of the islands and preliminary estimates indicate that the above sum is essential for the immediate improvement of existing conditions. The basis of the above estimates is as follows:

| | |
|---|---|
| Sewerage | $480,000 |
| Water supply | 920,000 |
| Hospitals, dispensaries, laboratories, and poorhouses | 400,000 |
| General sanitation | 152,000 |
| Contingent | 48,000 |
| | 2,000,000 |

The purchase of land will be necssary in connection with storage reservoirs, watersheds, and sites for structures and will not exceed $150,000.

Water supply and sewerage systems are contemplated at Charlotte Amalie on St. Thomas (population, 10,000), Christiansted (population, 4,500), and Prederiksted (population, 3,000) on St. Croix. The question of an adequate water supply for the islands is a difficult one, as there are no permanent streams, although the rainfall in certain sections is as high as 40 inches annually. Artesian wells have not been driven, but there is a possibility of securing a supply from this source and extensive exploration is warranted. Any estimates are, of course, largely approximations, and additional funds will undoubtedly be required from year to year for the improvement of the general living conditions. Such improvements will be of great importance in giving needed employment to the population.

The Bureau of Medicine and Surgery has recommended that an appropriation be secured for organization and operation of the Public Health Department as follows:

For the organization and operation of the Health Department, including salaries other than those of necessary officers, equipment, rentals, transportation, stationery, and other necessary services and supplies, $100,000.

The following is quoted from indorsement of the Bureau of Medicine and Surgery on report of sanitary conditions:

"2. The report presents indubitable evidence that the islands at present have practically no resources of their own. The people have no money. They are living in poverty, they are extremely ignorant, and their standard of morals is very low. From a public health standpoint the needs of the people have been woefully neglected and health conditions are extremely bad. Communicable diseases are prevalent throughout the islands. Typhoid fever, hookworm infections, the other communicable intestinal diseases, and malaria are present everywhere, while 50 per cent of the natives have elephantiasis. The ravages of venereal diseases, the high percentage of illegitimate births, and the high infant mortality are appalling.

"3. Under existing conditions the Virgin Islands constitute a real menace to the health of the naval forces in occupation, and to the inhabitants of this and all countries having commercial relations with the islands. Existing conditions make impossible any advancement in agricultural and industrial pursuits where native labor must be employed. There is in effect a vicious circle of poverty, ignorance, and disease. Economic conditions, failure of the islands to raise their own food, insufficient water supply, lack of educational facilities, the low wage scale, and intensification of these bad conditions caused by the war, make it impossible for the islands themselves to raise sufficient revenue to improve the physical and mental status of the inhabitants to the point where, with their efficiency sufficiently increased, they can in turn improve economic conditions and become self supporting. To break this vicious circle and give the islands a fair start it will be necessary for the United States to furnish financial and other assistance."

The CHAIRMAN. "Naval station, Tutuila, Samoa: Improvements to station, $50,000." What are you contemplating there with that?

Admiral PARKS. Construction of quarters, $9,000; additional water supply system, $15,000; storehouse, $15,000; sea wall, $5,000; miscellaneous, $6,000.

The CHAIRMAN. What does that "Miscellaneous" contemplate?

Commander PARSONS. I do not think anybody can tell.

The CHAIRMAN. Just as a sort of contingent fund or a maintenance and repair fund?

Commander PARSONS. Not a maintenance and repair fund; no, sir. Money is needed for incidental improvements from time to time. We have spent very little money there, and it seems desirable to give them about $50,000. We know that we want these items and that leaves a balance of $6,000, which we will undoubtedly need.

The CHAIRMAN. Heretofore in all of these places we have been appropriating specifically. I notice this year that the department has lumped all of it under the general item "Improvements to station," and put the lump-sum appropriation in. I want to ask you in every one of these to specify and itemize what that is for, and the amount that is for each one, because the committee is going to be very slow to go to a lump-sum appropriation; and let us know what you want to spend this money for when you come to it. In other words, we do not want to say "Improvement to station, $100,000" and then the department go out there and build one building for $100,000 and say that was an improvement and that they need other improvements next year for another $100,000. We want you to designate like you have been doing heretofore what the expenditures and authorizations are, and that applies to all these. The next one is naval station, Guam.

Admiral PARKS. Roads, $30,000; cold storage, $35,000; boathouse $15,000.

GUAM.

Roads, $30,000: The purpose is to provide a first-class road system with bituminous macadam wearing surface reaching the northerly, easterly, and southerly portions of the island, which now have only bull-cart trails and in some places not even these.

The construction of such a system will on the one hand afford a big impetus to agriculture and other industries, and on the other will be of immense military value in permitting the rapid movement of troops and field artillery to any threatened point. Extensive surveys will be required to secure proper location for roads.

Cold storage, $35,000: In general the station is dependent upon the monthly transport for provisions, and particularly for meats and vegetables. Should one transport fail to arrive the station would be very seriously affected. The present rooms will only carry a month's supply (35,000 pounds). The facilities proposed would permit the carrying of a three months' supply of cold stores (100,000 pounds), as well as a reserve supply of ice. This would be of great advantage, particularly in time of war. The present equipment comprises one compressor, capacity about 4 tons on ice tanks, and one of about 1-ton capacity on cold storage. It is proposed to install a 16-ton machine (9 tons ice capacity) for regular use in ice making and cold storage, keeping the larger of the present machines for "stand-by" to be used during overhaul or repair of the new unit, ice making being temporarily suspended. Present cold-storage rooms would be used in part for ice.

Boathouse $15 000: At present there is no shelter whatever for small boats, and only partial wharfing facilities. With 100 inches of rainfall and a very hot tropical sun this results in rapid deterioration, and added expense for protecting tarpaulins, etc. From this it will be seen that a great economy would result from the boat shelter. Further, it would give suitable berthing space for the boats, making them more accessible and would facilitate policing. Includes necessary dredging.

Commander PARSONS. You have appropriated several items in the past in lump-sum appropriations. For instance, improvements to powder factory at Indianhead, $50,000.

The CHAIRMAN. Yes; but we did not appropriate it in a lump sum. They indicated to us about the powder factory, but we did not specify all of the little details as to what it should be, but this one up here, "improvements to station," you might put it all in a railroad or all in a wharf or you might put it in dredging or in a great number of things. We have always specified about it. The same thing at Guantanamo, "Improvement to station, $200,000."

GUANTANAMO.

Water-front improvements, $140,000: There is only one creosoted timber pier at Guantanamo, of which one side is available for deep-draft vessels. Owing to the action of the teredo this pier is not permanent. It is proposed to furnish a pier to take the place of the present one at the end of its useful life by constructing a pier of concrete with the necessary dredging repairs to adjacent quay walls, etc.

Telephone and transmission system, $25,000: The present telephone equipment consists of a second-hand switchboard and a common ground-return system. It is entirely unreliable and unsatisfactory, and is considered inadequate for the needs of this station. The wood poles on both telephone and transmission lines are deteriorating rapidly, due to tropical weather and attacks of wood ants. It is proposed to install automatic switchboard and phones with complete metallic return circuits and to replace wood poles with steel poles of expanded H section on telephone and transmission lines from new station to target range, radio station, and Fishermans Point.

Road construction, $15,000: Practically no funds have been expended on road construction since the establishment of the naval station. Except for a few very poor trails, there are no means of communication by land between the new station and the outlying districts at Fishermans Point, rifle range, and radio station. It is barely possible to drive a small dump cart over these trails. Consequently, all transportation must be by water, the efficiency of which is greatly reduced by lack of boats. For military reasons alone, it is considered of the utmost importance to build a surfaced wagon road from Fishermans Point to rifle range via magazines, oil tanks, new station, and radio station.

Storage facilities, $20,000: Building No. 2 is now used for storing all title X supplies carried in stock, and additional storage space even now is urgently needed. With the normal growth of the station, an additional storehouse is absolutely necessary to carry the supplies required by ships basing here. It is recommended that a storehouse similar to building No. 2 be erected south of building No. 5 or other suitable location.

Set out fully in your hearings what that is and the details of it and the necessity for each one. You need not take the time to do it now. The next one is the "Naval magazine and dredging, $30,000." That is just a general appropriation. The next is "Naval proving ground, Indianhead, Md." We took that up with Ordnance. The next is "Naval magazine, Iona Island, New York Harbor."

Mr. HICKS. What happened to the "Fort Mifflin" station not being remembered here?

The CHAIRMAN. We gave them all they wanted last year.

Admiral PARKS. Except the land. We want a little additional land.

The CHAIRMAN. They had not any estimate for it in this part of it. Is there an estimate for land?

Lieut. Commander SMITH. Yes, sir. We want to purchase 111 acres at Cabin Island at a cost of $360,000.

Mr. HICKS. Where is Cabin Island.

Lieut. Commander SMITH. It adjoins immediately the property at Fort Mifflin.

Mr. HICKS. It is a part of the same island.

The CHAIRMAN. That is the point we had up the other day with Admiral Earle, and he was explaining it, and I called his attention to some paper advertisements I had gotten about the cost of land. The next is "Naval magazine at Fort Lafayette, New York, "dredging channel, $26,000."

Lieut. Commander SMITH. That is the principal issuing depot for the New York district, and it is necessary to dredge a channel permitting ships of 20-foot draft to reach Fort Lafayette.

The CHAIRMAN. What have we there?

Lieut. Commander SMITH. There is a large fort that has been converted into a building for storage; just for issue of all sorts of ordnance material.

The CHAIRMAN. What channel have you there now?

Lieut. Commander SMITH. I will insert that. It is my impression that it is 18 feet.

NOTE.—Depth, 12 to 18 feet.

The CHAIRMAN. The next is "Torpedo station, Newport, R. I.: Improvements to station, $250,000," instead of items as heretofore. Just set out what those improvements are.

Lieut. Commander SMITH. I understand that Admiral Earle recommended the need of an additional amount for that station.

The CHAIRMAN. He did, and I have a memorandum of it.

Admiral PARKS. Making it $325,000.

The CHAIRMAN. $385,000. I think it is.

Lieut. Commander SMITH. I will insert that any way.

Detail of estimate, naval station, Newport, R. I.:

| | |
|---|---|
| Boathouse and diving school | $100,000 |
| Emergency torpedo repair shop | 100,000 |
| Extension of industrial roads | 20,000 |
| Improvements of berthing facilities | 70,000 |
| Extension of sea wall | 5,000 |
| Rebuilding of carpentry shop | 25,000 |
| Renewal of acid house | 20,000 |
| High explosive filling houses | 12,000 |
| | 352,000 |

The CHAIRMAN. The next item is—you have consolidated again, which we have heretofore declined to do—"Depots for coal and other fuel, $750,000." We gave you $1,000,000 last year and the deficiency gave you $1,500,000. What are you wanting this for now at this time? We have been making large appropriations every year for 20 years.

Commander PARSONS. The $1,500,000 in the deficiency bill was toward reserve fuel-oil storage in Hampton Roads. A site has been selected and purchased on the York River.

The CHAIRMAN. You are not putting the oil in Hampton Roads?

Commander PARSONS. No; not the reserve fuel-oil storage. We are going to put, when you give us the money, a small station with a few thousand tons, but not for reserve fuel oil. We want to accumulate a million tons if we can get the money to build the storage.

The CHAIRMAN. What land did you get at Yorktown?

Commander PARSONS. We bought what is known as the Dr. Yeager farm. There are only two places on that bay which were satisfactory. One was property in the immediate vicinity, but that was held at a very high price. We finally secured the Yeager farm with the exception of a portion of the farm which Dr. Yeager retained, but gave the Navy Department the option to purchase at $50,000. We paid $100,000 for what we bought.

The CHAIRMAN. How much did you get?

Commander PARSONS. 332 acres above high water. I do not know how much it is at low water, as the land between high and low water is very flat.

The CHAIRMAN. How are you going to get your large ships there?

Commander PARSONS. Build a wharf from the land out to the channel. The storage reservoirs will be underground, of concrete, arranged in units of four, so that the total of each unit will be about 50,000 tons. You will get some idea of the capacity, when you know that the largest tanks that we have previously built have been 7,000 tons. The area is large enough and has been laid out to provide for the storage of over 1,000,000 tons. The fuel-oil board has recommended that the Navy should store twice its annual consumption, and they estimated at the time they made the report that we ought to have something like 2,000,000 tons at various points.

The CHAIRMAN. That represents two years, you say?

Commander PARSONS. I would say on the basis on which their estimates were made it did, but what it is now I do not know. The best thing we can do is to start on this 300,000 tons, with the hope that we get additional money later for more storage. This $750,000 which we are asking for now is not for this reserve station, but is to complete the fuel-oil storage which was determined on for the other stations some years ago. With this amount we will be able to complete those projects.

The CHAIRMAN. Is there any of this coal?

Commander PARSONS. No, sir.

The CHAIRMAN. Why then use the language "Depots for coal?"

Commander PARSONS. "Coal or other fuel." It is the phraseology that has been used for a long time. You may want to appropriate next year something for coal.

The CHAIRMAN. They have said that they had all the coal storage that they needed and we had to get oil, and we have been appropriating for a number of years not for coal but for oil.

Commander PARSONS. They may very likely have to spend some money for coal, but there is nothing contemplated right here in this bill for that purpose.

The CHAIRMAN. Where is this intended for?

Commander PARSONS. This $750,000?

The CHAIRMAN. Yes.

Commander PARSONS. It will be spent partly at San Diego and partly at Mare Island. We have contracts under way at San Diego, Pearl Harbor, Puget Sound, and are about to advertise for Mare Island. Then some of this will be for contingent, along the lines of the previous appropriation. If you want, we can separate that and specity the places, as was done before.

The CHAIRMAN. I will be glad for you to do that.

| | |
|---|---|
| Guantanamo | $90,000 |
| Pearl Harbor | 40,000 |
| Puget Sound | 60,000 |
| San Diego | 70,000 |
| Mare Island | 270,000 |
| Melville | 160,000 |
| Contingent | 50,000 |
| Care and custody naval petroleum reserves | 10,000 |
| Total | 750,000 |

Mr. LITTLEPAGE. What is the capacity of these tanks for storage purposes?

Commander PARSONS. The underground reservoirs or tanks that we are going to build at Chesapeake Bay are about 125,000 tons each, in units of four, making it 50,000 tons in a unit.

Mr. LITTLEPAGE. How far apart are they?

Commander PARSONS. The tanks themselves in each unit, I think, are about 100 or 150 feet apart and the units themselves several hundred feet apart. They are underground, covered up.

Mr. KELLEY. Is this land we bought at Yorktown the land which the ships used as an athletic field for the boys?

Commander PARSONS. No; that was across the river.

Mr. KELLEY. Is the concrete covered with earth; and if so, at what depth?

Commander PARSONS. I think a couple of feet.

Mr. KELLEY. And how much concrete?

Commander PARSONS. I think 4 or 5 or 6 inches. That is 332 acres instead of 340.

The CHAIRMAN. The next is the naval training station, California, "Buildings, improvements to station, $75,000." What is that improvement?

Admiral PARKS. Water supply, $65,000; roads and streets, $10,000.

The CHAIRMAN. What is your water condition there now?

Admiral PARKS. There is a pipe line across from Oakland.

Commander PARSONS. We have very little storage on the island.

The CHAIRMAN. Is this to build a storage basin?

Admiral PARKS. A water reservoir.

Commander PARSONS. And a pipe.

The CHAIRMAN. Did not we make an appropriation several years ago to change that water supply system and to put you on your own independent basis?

Commander PARSONS. You made an appropriation for another pipe line, which was put in across to the other side. Of course, there is no water on the island itself.

The CHAIRMAN. And you have already put that additional pipe line in?

Commander PARSONS. Yes.

The CHAIRMAN. So that you have two lines now?

Commander PARSONS. I do not know whether the other one has been discontinued or not. You know, it was partly on private property and it was going to be torn out, or there was some trouble with the line. Whether they are both working or not I do not know.

The CHAIRMAN. Why is it you need a reservoir there. Do you have a sufficient pipe line?

Commander PARSONS. If anything happens to the pipe line, you are out of business, and you have got a lot of men and there is no water for them. Then you have to bring water by water boats, and you must have some reasonable reserve on hand for that purpose and for fighting fire.

The CHAIRMAN. How much will that storage hold?

Commander PARSONS. Several million gallons.

The CHAIRMAN. The next item is "Naval training station, Newport, R. I., buildings, improvements to station, $110,000." Put that in and segregate it.

Admiral PARKS. There are three items.

The CHAIRMAN. Give us those in your hearing, please. Just set them out fully.

Sea-wall improvements, $75,000: This estimate contemplates the construction of a light sea wall along the water front to prevent further erosion by the sea at certain points on the island and also for filling in swampy places back of the walls. Owing to the erosion of the sea, beaches have been formed which are dry at low water and on which there is deposited discharge of sewers causing extremely insanitary conditions. Sections of the present sea walls are also in need of reinforcing to prevent further extensive deterioration. In addition to improving sanitary conditions, the ground reclaimed by this improvement will be of considerable value, and the project may be considered as one which will pay for itself by the increased value of the station property.

Remodeling boathouse, $20,000: This estimate contemplates the remodeling of the boathouse situated in the east channel which has ceased to be available for use as a boathouse owing to the filling in of the shore by action of the tides to such an extent that it is practically impossible to get boats back and forth. It has been fitted up temporarily for use as a recreation building for men in detention. It requires a new roof and repairs to the side sheathing, and it is proposed to entirely remodel the structure to provide a recreation hall where indoor drills, religious services, and entertainments can be held.

Quarters, $15,000: The commanding officer of the training station is at present quartered in one-half of a double set of officers' quarters. An estimate for additional quarters has been submitted for a number of years. The commanding officer should have separate quarters suitable for the discharge of the duties of his command, especially the duty of meeting and entertaining prominent visitors interested in the welfare of the men of the training station, as well as distinguished official visitors.

The CHAIRMAN. Naval training station, Illinois. What do you put the word "buildings" there for?

Commander PARSONS. That is a rule the Treasury Department has. I wondered why it was myself and I called up the disbursing clerk who said that the Treasury Department carried all of these items under "Naval training station, Illinois, buildings," and that they wanted it put in that way. They only carry one appropriation heading for each station.

The CHAIRMAN. Dredging harbor, $35,000. What depth have you there now and what is the necessity for dredging?

Commander PARSONS. They have in some parts of the harbor very little depth at all. This is a project to deepen the portion which is shallow, for boats and boat drills for the men in training and for a channel entrance into the harbor.

The CHAIRMAN. Do you know what depth they have now?

Commander PARSONS. I will have to look that up.

The CHAIRMAN. Insert it please.

(NOTE.—Only 3 feet over a large portion of it.)

Mr. KELLEY. This naval training station, Illinois, is a different station from the Great Lakes institution?

Commander PARSONS. It is the same thing. That is the title now.

Mr. KELLEY. I thought it was carried in the bill as the Great Lakes Station.

Commander PARSONS. It has been so carried, but they have put in this bill a readjustment of titles, either on account of the Treasury Department or for some other reason, but it is the same thing.

The CHAIRMAN. A lot of them have been changed and nobody knew why it was, and when the chief of the bureau came down they requested us to restore them.

The Marine Barracks, San Diego. We had Gen. Barnett on that.

Commander PARSONS. I would like to say something about it.

The CHAIRMAN. All right, sir. I would like to hear you. Give us all the information you have about it.

Commander PARSONS. The entire project was approximately $3,500,000 for 1,700 men. A year or two ago you provided money for the purchase of the land with the provision that the city should donate 500 acres more. That land has been purchased and is all more or less low land; at least not high enough for the development contemplated. The scheme has been laid out so as not to require at present all the land which was given by the city. We recently let a contract for filling in by dredging of that portion of the area covered by the buildings, and we hope to be able to start buildings in six or eight months.

The CHAIRMAN. How much high land will you have when you build that wall across there?

Commander PARSONS. Probably 400 or 500 acres, when it is filled in along the lines contemplated at the present time. I would have to check that up, but the land will be filled in from 20 feet above mean low water down to 6 or 7, so as to get the proper effect. The buildings are being designed of the mission type, and we have employed as consulting architect Mr. Goodhue, of New York, who was responsible for the main group of the San Diego exposition buildings. You have appropriated $600,000 toward this development, and out of that we are going ahead with dredging. We figure that we can spend in the next year $1,500,000, mainly for buildings.

The CHAIRMAN. Suppose you were to run your sea wall from the point of the land donated by the city—I think it is on the west side, close to the point where that factory is on the city side. Do you remember where there is a factory?

Commander PARSONS. No, sir; I do not.

The CHAIRMAN. What is the name of that factory? What kind of a factory is it?

Mr. KETTNER. It is a brewery, Mr. Chairman.

The CHAIRMAN. Yes; it is a brewery.

Mr. KETTNER. I should correct that; it is a near-beer brewery.

The CHAIRMAN. This wall that you are going to build——

Commander PARSONS (interposing). No, sir; we are not going to do that. We are going to fill in a very much smaller area.

The CHAIRMAN. If a sea wall were built from here, for instance [indicating on plat], across and then come up to that brewery which sets right about here, it would give between 2 and 3 miles of magnificent water front across there and the dredging out of this bay and emptying back on that land would give an anchorage basin in here big enough for all the ships of the Navy.

Commander PARSONS. But this will need a great deal more dredging than you can place on this area. I do not know how much it would cost. It would be a splendid thing to build this water front and fill in the entire area if you have the money to do it, but this area is not sufficient to take care of all the dredged material if the entire Dutch flat were dredged from the proposed bulkhead line clear to the present deep-water channel.

Mr. KETTNER. I will state that the American Dredging Co. figured on buying this land at one time and they figured on dredging all of this to the deep channel for $1,460,000.

The CHAIRMAN. That was the channel?

Mr. KETTNER. No; clear to the deep channel. It was $1,460,000, I think.

The CHAIRMAN. That was just to dredge a channel?

Mr. KETTNER. No; that was to clear all of this whole basin and dump it back there.

The CHAIRMAN. Was that to fill that whole 500 acres?

Mr. KETTNER. The 732 acres. That was to fill it all in, and Mr. Guthridge, of the American Dredging Co., figured that it would cost $1,460,000, if my memory serves me right.

The CHAIRMAN. You have here the naval operating base, Hampton Roads, Va., "Toward water-front improvements and permanent improvements to station, including piers, bulkheads, filling, grading, etc., $2,500,000." That is just a general appropriation of $2,500,000 on that general scheme for the development and building up of that station there?

Commander PARSONS. Yes; we have spent, of course, a good deal more money than has been appropriated in last year's bill.

The CHAIRMAN. Yes; you had a deficiency of $2,800,000 and another one in October of $300,000.

Commander PARSONS. Yes; we have obligated more than $10,000,000 and this is to carry on that work. A large part of it is for filling by dredging.

The CHAIRMAN. You have here the naval prison. "The Secretary of the Navy is authorized to establish additions to present prison facilities, $500,000." Did not you say you had already done that?

Commander PARSONS. This item was in this bill and in the deficiency bill, and we have already begun work. I do not know whether the Secretary wants to take up the question of a permanent prison or not, but we are building the temporary facilities now.

Admiral PARKS. But the idea of this, I understand, was to make it possible to consider another site for a permanent prison.

The CHAIRMAN. What are you going to do with the one you have got there? It is the finest thing in New England?

Admiral PARKS. Marine barracks.

The CHAIRMAN. They said they would not have it if you gave it to them. I asked them the question, and they said they would not have it as a free gift.

Commander PARSONS. This item is primarily for temporary purposes.

The CHAIRMAN. We come to repairs and preservation at navy yards. Last year we gave you $1,705,000, and you had a deficiency of $900,000, and you are wanting this year $3,500,000. Will you tell us about that, please? Then I see you have in the present pending deficiency bill $1,000,000 estimated deficiency, in addition to that, which would make you altogether about $3,800,000 last year. What is it of repairs and preservations that has become so great? Aren't you building new construction out of repairs and preservation?

Commander PARSONS. No, sir. We are building it out of camps, contingent, and other funds. You are increasing the number of stations very materially and your repairs likewise go up. There are some alterations that come out of repairs, but we are holding to just the same kind of expenditures out of this item that we always have.

The CHAIRMAN. You said that last year you had three million and about seven or eight hundred thousand dollars for the repairs and the preservation of the buildings, and then this year you want $3,500,000 for repairs and preservation. Aren't you making them rot down mighty fast?

Commander PARSONS. It requires a certain percentage of the cost of the property every year to keep the property up, and we never have had a proper proportion.

The CHAIRMAN. But the building you erected last year does not require——

Commander PARSONS (interposing). It requires repairs on it the succeeding years to a certain extent.

The CHAIRMAN. To what extent?

Commander PARSONS. Well, it may require painting. It may require repairs to broken window glass. It may require repairs on electric light fixtures. You take any set of buildings and you will have to spend a certain per cent each year. Of course the first year you do not spend so much.

The CHAIRMAN. I can understand that after a few years, but I can not understand how the building that was completed last June that you have to start in and repair it in September.

Commander PARSONS. I know when I lease a house from year to year, certain things have to be done, like repairs to paper and paint; they have to be renewed.

The CHAIRMAN. If those buildings were painted last June, paint ought to last five years any way.

Admiral PARKS. Not on some of the buildings like those at the Philadelphia Navy Yard. Three months after the paint is put on, smoke from the ship lying alongside Broad Street pier absolutely made that paint of no value whatever.

The CHAIRMAN. That is an artificial condition that does not exist in many of your yards.

Mr. OLIVER. Does it simply discolor?

Admiral PARKS. It mixes. We had approximately about $208,000,000 worth of structures before we began the tremendous

expansion of the last year or two, and $3,500,000 is not a high percentage for those structures.

The CHAIRMAN. We were running on $1,750,000 for that, and then you are doubling both repairs and maintenance.

Admiral PARKS. A few years ago I figured that we were getting five-eighths of 1 per cent for repairs and preservation, which was entirely too small to take care of the buildings. I considered that we were tearing down buildings because we were not making proper repairs—tearing them down and building new ones.

The CHAIRMAN. I have felt that we have torn down many of them that we ought not to have torn down.

Commander PARSONS. If we had taken proper care of them we need not have done so.

The CHAIRMAN. That ends the appropriations.

Mr. KELLEY. In the hearings last year Mr. Daniels says here: "We have an authorization to build a very large storehouse which would cost something like $800,000 and which, under normal conditions, would be built at Norfolk. It should not be built at the Norfolk navy yards." And then I say, "I understood that that was for the supplies for the yards?" And Secretary Daniels answered, "We would not need it all for the yard."

Commander PARSONS. That was not a specific appropriation, but it was authority given to expend that money out of the emergency fund.

Mr. KELLEY. So that none of this was really used for storage?

Commander PARSONS. It was all used for storage at Hampton Roads.

Mr. KELLEY. He did not have it quite right when he said, "We have an authorization to build a very large storehouse?"

The CHAIRMAN. He meant the President gave it to him.

Commander PARSONS. There was not a specific item in the appropriation bill for a storehouse at Hampton Roads.

Mr. KELLEY. But you have spent that amount of money there?

Commander PARSONS. Approximately. We will have spent that when the job is done for a permanent reinforced concrete storehouse six stories high.

Mr. KELLEY. What did the Secretary mean when he said it should not be built at the Norfolk Navy Yard?

The CHAIRMAN. It was not built there. It was built at Hampton Roads.

Mr. KELLEY. I see that this was transferred from the Norfolk side to the Hampton Roads side.

Commander PARSONS. Yes, sir.

The CHAIRMAN. "Improving and equipping navy yards and for construction of ships: To enable the Secretary of the Navy to equip the navy yards with suitable and necessary machinery, implements, building ways, and equipment for the construction of such vessels as may have been or may be assigned to navy yards for construction, $4,000,000." That is on page 133. Last year we gave you $12,000,000 and the year before we gave you $6,000,000, making $18,000,000 for that purpose.

Commander PARSONS. And we have $3,170,000 in this deficiency estimate also.

The CHAIRMAN. Then you are running up to a little over $25,000,000.

Commander PARSONS. The items in the deficiency bill are to cover those necessary to complete items originally contemplated, and certain other items which are needed at once. This appropriation here is to cover items which we ought to do but need not be started before July 1.

The CHAIRMAN. What are those items?

Commander PARSONS. At Philadelphia, fitting out crane; the one at New York we purchased out of the emergency fund, but this one can wait until a later date. We are providing a pier for that crane out of the previous shipbuilding fund, along with the other improvements. Extension to machine shops, south——

The CHAIRMAN (interposing). How much was that crane?

Commander PARSONS. $825,000. Extension to machine shop, south $625,000. Under the present fund we are building a new shop and there have been urgent requests for additional machine shop space to the south. To complete the shop to the south as laid out in the planned developments will require $625,000. We have not provided a steel storage for Philadelphia, and for that item we have $400,000. At Norfolk, a fitting-out crane, the same as Philadelphia, $825,000, and in addition, to complete the structural shop group for sheet-metal work, plumbers, shop, billet storage, $675,000.

The CHAIRMAN. Are you not duplicating there?

Commander PARSONS. No, sir.

The CHAIRMAN. Did not you have that crane this morning?

Commander PARSONS. We had it at New York and I said to cut it out at New York.

The CHAIRMAN. And you are taking this up under this?

Commander PARSONS. Yes, sir.

The CHAIRMAN. Proceed.

Commander PARSONS. At Mare Island——

Mr. KELLEY (interposing). Why would not it be better to split this $4,000,000 up and put it in the various appropriations for each yard?

Commander PARSONS. It would be preferable to have it in one fund.

The CHAIRMAN. He has had a general fund of $20,000,000.

Mr. KELLEY. This leaves it in the discretion of the Secretary to spend it where it is most needed.

The CHAIRMAN. Most needed in these different yards, and some of them are for cruisers and battleships, some are for battleships alone, and some are for smaller construction.

Commander PARSONS. Then at Mare Island, the forge shop which I mentioned under that structural-shop group, a half million, and for this entire group we should have a million and a half; so Mare Island would get $2,000,000, which was the amount originally estimated. Then I have allowed a miscellaneous item of $150,000 at the other yards.

The CHAIRMAN. Let me ask you about that. You are putting three-quarters of Mare Island out here segregated to itself, and then you are putting one-quarter of it, or $500,000, in this lump-sum appropriation.

Commander PARSONS. It can either be here or there. It would be better if you would make that Mare Island appropriation and leave it there.

The CHAIRMAN. That is what I am going to ask. Why not bring the Mare Island proposition completely from under cover and appropriate for it distinctly, and not put $500,000 to be taken out of here, when the impression would be that the $1,500,000 was for that purpose?

Commander PARSONS. As long as we get the $2,000,000 for Mare Island.

The CHAIRMAN. I understand; but I am talking about putting part of it in this lump-sum appropriation and then the other three-quarters of it to itself. Is there any other matter that you want to call attention to?

Commander PARSONS. No; I think not.

Mr. OLIVER. Naturally there is considerable local pressure on commandants at the different yards to recommend large appropriations. Will you insert in the record a brief statement showing to what extent your bureau has cut the recommendations for new construction made by the commandants at the different yards?

Commander PARSONS. The only thing that you can possibly put in is a statement of the total amount of estimates submitted by the yards and the total amount passed by the department. That is about all you can do.

Mr. OLIVER. No; I was anxious just to have these differences appear.

Commander PARSONS. We can very easily make up a statement to show the total amount estimated for the yards and the total amount finally allowed.

The CHAIRMAN. They disallowed a great part of that.

Mr. OLIVER. Will you kindly let that appear as to the existing navy yards?

Commander PARSONS. For the regular navy yards?

Mr. OLIVER. Yes; the regular navy yards.

Commander PARSONS. Restrict that to navy yards and naval stations.

Mr. OLIVER. All right, sir.

| Stations. | Estimated by yard. | Allowed by department. | Stations. | Estimated by yard. | Allowed by department. |
|---|---|---|---|---|---|
| Portsmouth | $1,173,500 | $489,000 | New Orleans | $1,005,000 | $450,000 |
| Boston | 315,000 | 75,000 | Mare Island | 4,532,000 | 1,200,000 |
| New York | 3,786,000 | 1,600,000 | Puget Sound | 4,580,000 | 200,000 |
| Philadelphia | 11,260,000 | 2,400,000 | Pearl Harbor | 2,779,000 | ..... |
| Washington | 5,447,525 | [1] 40,000 | Cavite | 398,100 | ..... |
| Norfolk | 3,505,000 | 3,450,000 | Olongapo | ..... | ..... |
| Charleston | 1,594,000 | 1,400,000 | | | |
| Key West | 1,189,700 | 25,000 | Total | 42,621,325 | 11,529,000 |
| Guantanamo | 1,065,500 | 200,000 | | | |

[1] Bellevue magazine.

The CHAIRMAN. Gentlemen, we are very much obliged to you, and have enjoyed having you with us. The committee will meet to-morrow morning at 10.30.

(Whereupon, at 1.45 o'clock p. m., the committee adjourned.)

[No. 12.]

## COMMITTEE ON NAVAL AFFAIRS, HOUSE OF REPRESENTATIVES,

Thursday, January 31, 1918.

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. The committee will come to order, please. We have with us this morning the Secretary of the Navy.

## STATEMENT OF HON. JOSEPHUS DANIELS, SECRETARY OF THE NAVY.

The CHAIRMAN. Mr. Secretary, the committee will be pleased to hear from you such report as you wish to make, such suggestions as you wish to offer, and such further statements as you wish to submit for the consideration of the committee with reference to the status of the Navy; and perhaps it might expedite matters if we would allow the Secretary to proceed in a general way and finish any subject matter before interrupting him, and then he can be asked any questions, by members, that suggest themselves.

Secretary DANIELS. Mr. Chairman, and gentlemen, following shortly the passage of the regular naval appropriation bill for the current fiscal year, which was approved by the President on March 4, 1917, the imminence of war made it mandatory that every step be taken to put the Navy in a position and condition to perform in its traditional way whatever service eventualities might dictate. We had been actively preparing since the autumn of 1915, when the estimates for the fiscal year which terminated the 30th of last June were prepared and in pursuance of which, in the act of August 29, 1916, you appropriated the largest sum that ever had been appropriated for this or any other navy in any one year in time of peace.

This foresight on the part of Congress and the administration is largely responsible for the generally acknowledged good showing the Navy thus far has made. The act of August 29, 1916, was followed a few months later by the current act, which became immediately effective upon its approval the 4th of last March, but even these big bills did not provide sufficient money to meet actual war conditions. There were numerous objects of large expenditure for which there would have been no justification to appropriate funds or incur obligations until hostilities were absolutely certain. I refer to training camps, temporary hospitals, storage and other important facilities requiring millions of dollars, and which would have been useless had they been proceeded with until their use was absolutely demanded. Consequently, when Congress was called in extra session, I instructed the several bureau chiefs to make known to me without delay what additional funds they would require to place the Navy in the highest

state of efficiency in the quickest possible time. Their recommendations were put in shape and transmitted to Congress through the Treasury Department, as the law requires, under date of April 3, 1917, and by the Speaker were referred to the Committee on Appropriations. These were not deficiency appropriations in the sense usually employed, but they were so viewed or treated, and consequently were not sent to this committee. The Appropriations Committee was very considerate and liberal and appropriated in every case what the department was able to convince them was needed.

The bill growing out of these estimates was approved June 15, 1917, and carried in all for the Naval Establishment $541,805,033.87. From time to time during the progress of that bill and subsequent to its approval the necessity arose to submit recommendations for still further appropriations, and the Committee on Appropriations later drafted the deficiency bill of October 6, 1917, embracing these separate recommendations, and that bill carried in the aggregate for naval purposes $561,436,023.50, or in other words, in addition to your bill approved the 4th of March last, which carried $516,491,802.08, there has been appropriated in bills handled by the Appropriations Committee $1,076,241,057.37 for current year expenses of the Naval Establishment. The draft of bill which you are now considering shows the amounts carried in these so-called deficiency bills under each head of appropriation.

In the hearings before your subcommittee, of which Mr. Oliver was chairman, much was brought out as to what we have done and are doing, involving the expenditure of these large sums. I assume the several bureau chiefs who have been before the full committee have amplified that testimony.

The estimates embraced by this bill cover everything that it was known at the time of their preparation would be required for the fiscal year which commences next July, but it is very difficult, as you can appreciate, to foretell just what our future requirements will be. Since you convened I have so far found it necessary to recommend to you other appropriations which changing conditions make imperative.

It is more than probable that still further submissions, both for the present and next year, will be submitted later. No one can say what the requirements will be, but I can assure you, like these estimates which you are now considering, whatever is recommended will be confined to requirements actually necessary to maintain and operate the Navy on a war footing.

I think, gentlemen, perhaps the most interesting and important matter that I could bring to your attention at first would be a summary of what we have done on construction since I last had the honor of a hearing by your committee. You would like to know, I am sure, what progress we have made in building, what contracts we have authorized. It is not long, and I will read it if you wish.

The CHAIRMAN. We would be very glad if you will.

Mr. BRITTEN. Is it the intention of the department or the committee to print this hearing of yours?

Secretary DANIELS. I assume that the hearings—except certain matters, and about these I would like to confer with the committee—ought to be printed, I should say.

The CHAIRMAN. You can have it written, and when it is handed to you you can eliminate anything that you do not want published.

Mr. BRITTEN. Just along that line, Mr. Chairman, of course we all ought to agree that the Secretary can print anything that he pleases; but some questions may be asked along the line of construction, and it is a question if they should be asked, if the entire hearing is to be printed. That is the reason I asked.

The CHAIRMAN. Any answers that are brought out that should not be printed, the Secretary can blue pencil them when the transcript comes to him, if he feels that he should.

Secretary DANIELS. I feel that everything should be printed except a few things that all of us, for military reasons, feel should be held in confidence. In case of doubt, I have always given the public the benefit of the doubt, and allowed the matter to be printed.

Mr. BRITTEN. I am very glad to hear you say that, because a lot of evidence has been given to the committee which I think should be given to the public, but for some reason it has not been given to the public. For instance, on construction—I think the country is entitled to it.

Secretary DANIELS. When I get through there are three or four matters in this statement that I might have a little doubt about myself, but I really feel most of it, if not all, should be printed. This is a record of the building program and what we have done.

(Here the Secretary read a long statement showing in every detail the progress of work on vessels under construction. This statement showed that the larger vessels are not being pressed at this time and that work on destroyers and smaller vessels is being pushed to the limit.)

I might say, gentlemen, in addition to this statement, something about the contract we have made with Mr. Ford. The great need, as we all know, in this war is for small ships in the submarine fight. Of course, so far as we are concerned, up to now and for the present the need is chiefly of quick, small ships to carry depth charges and fight the submarines.

Mr. OLIVER. We have not sacrificed anything in quality or power?

Secretary DANIELS. Not a thing. No destroyer has been authorized in the last year, since we met before, that was not of the most modern and complete equipment.

The CHAIRMAN. And the best type up to the present?

Mr. BUTLER. That is what I understand.

Secretary DANIELS. We really need on the coast of France and on our own coast so many ships of a small type that we took up with Mr. Ford the matter of their rapid construction. He had some construction engineers, and they were in consultation with Admiral Griffin and Admiral Taylor about building another type ship that could be fabricated entirely in his plant, and so we made a contract with him to build 100. It is a ship about 200 feet long, and we believe that it is just as good as our old type of destroyers with later equipment. They are good for hunting submarines, so that that will give us 100 more ships for the kind of work we need most.

Mr. FARR. This year?

Secretary DANIELS. Yes; this year.

Mr. HICKS. I think that is a most complimentary showing, and I congratulate the Navy Department on providing that number of ships.

Mr. BRITTEN. One of the last destroyers to reach the other side was the *Manley*, wasn't it?

Secretary DANIELS. Yes.

Mr. BRITTEN. Why was it necessary to dock the *Manley* and make structural repairs to her when she landed?

Secretary DANIELS. Every destroyer we have sent over, any improvement possible is made. There is very little to be done. They are very good ships. The *Manley* is an excellent ship. I am not familiar with the question you ask. If there is anything necessary to be done, the officers in Europe were authorized to do it

Mr. BRITTEN. Maybe it has not been called to your attention, but it is said that the *Manley* was docked and certain structural changes made and she was strengthened in her structural parts.

Secretary DANIELS. I find that the *Manley* encountered very heavy weather on the way across and sustained some local damages. She was docked and the damages made good, and additional local stiffening added.

Mr. HICKS. Where is Mr. Ford building these ships?

Secretary DANIELS. In Detroit.

Mr. HICKS. In a boat plant or his private automobile plant or some Government plant?

Secretary DANIELS. In his private plant.

Mr. FARR. Did you state when the contract was made?

Secretary DANIELS. The contract was made a week or two ago.

Mr. HICKS. And the contract was very satisfactory?

Secretary DANIELS. Mr. Ford is very keen about it. The fact is that the profit on these ships is, I think, $20,000 a ship, which is a small profit. Mr. Ford is putting every resource of his establishment that may be required on it.

Mr. BRITTEN. What is the total cost price of these ships, individually?

Secretary DANIELS. I have forgotten exactly what it is; I think it is around $300,000.

Mr. BRITTEN. He is getting a fairly liberal profit.

Mr. HICKS. Is there any trouble in getting engines for these boats?

Secretary DANIELS. That is the great trouble with all ships—securing motive power. That is the big problem. Of course, everything in shipbuilding is difficult to obtain now. It comes hard, because the demand is so great.

Mr. BRITTEN. Is it not true that we do not contemplate, unless it is absolutely necessary to send boats on the other side unless they burn oil?

Secretary DANIELS. All of our destroyers burn oil, and most of the cruisers.

Mr. BRITTEN. I mean the small ships?

Secretary DANIELS. Practically all the small ships burn oil. We have quit building any ships burning coal.

Mr. BRITTEN. I thought Admiral Taylor told us the other day that these new mine sweepers were to be steam engines?

Secretary DANIELS. Yes; the mine sweepers, but I was speaking about the fighting craft.

Mr. BRITTEN. I thought he was talking about the smaller mine sweepers.

Mr. BUTLER. How about the convoying, if you can speak about that here?

Secretary DANIELS. Both the British and United States naval forces have a complete and efficient organization by means of which they are able to convoy all vessels crossing the North Atlantic Ocean. All vessels carrying either men, passengers, or merchandise, both belligerents and neutrals, may enter the various convoys crossing the Atlantic. In order to prevent loss of time and to economize, both the merchant ships and naval vessels, these convoys are arranged according to speed and destination. This system now in vogue has been in operation about five months and has worked very satisfactorily. Both services are prepared to strengthen the military features of the convoys in case the situation should demand it.

The CHAIRMAN. Mr. Butler asked you about the submarines, if you could say anything about them.

Secretary DANIELS. I hardly know what to say about them. We have not enough information about them to state with confidence what the Germans are doing. The loss by the submarines is like a pendulum. At one time the loss was so great, some months ago, that people were panic stricken. Then it fell down so low that everybody became perfectly satisfied the menace was ended; that is, the average man thought so. Then it went up again. The ocean is very wide and a submarine is like a knife blade in the ocean. It is a baffling and difficult contest. It will not do to say that we have overcome it; it will not do to say that that menace does not still exist, but these depth charges and the increase of destroyers and other small craft and the other plans that the navies of America and the allies are working on has reduced the sinkings and will reduce them further. I have no doubt but that we are going to win a victory over the submarines—we are winning steadily and surely, but even at the best we will always be in danger of losing some ships and will lose some. It is a constant fight. If we had many more destroyers now we would lose less. If we had these new Ford boats we would lose less. It is because such ships are the best foes of the submarine, that we are straining every effort to complete our large destroyer program.

Mr. BUTLER. The great danger that we have now will be greatly lessened this summer, in your judgment?

Secretary DANIELS. I have no doubt of it. Some people thought this winter the menace would be ended and that in cold weather they would not be able to operate. What they want is daylight. The longer the days the better chance they have, and yet even there you will find opinions differ. Some people think that the fogs help submarines. It is an insidious, under-sea, stiletto warfare, and we can not confidently say what will happen. All we can say is that we are capturing more submarines and destroying more submarines. The opinion of the British Admiralty is that they are capturing and destroying more submarines than are being turned out.

Mr. BRITTEN. Is that your impression or the impression on this side, or on the other side, that we are destroying more submarines than Germany or Austria can construct?

Secretary DANIELS. I do not think Austria is making many submarines.

Mr. BRITTEN. They may be assisting Germany.

Secretary DANIELS. They may assist, but nobody knows that as a certainty.

Mr. BRITTEN. According to the information brought back by certain Members of Congress, who were on the other side and who ought to have fairly accurate information and which was given to them in confidence, it shows that the allies are not destroying as many submarines as Germany can build, and they said that the very best month they had was an average of capturing or destroying one submarine in four days, and that is about eight a month, and if that is correct, I would say that Germany would be in pretty bad shape if Germany could not construct eight submarines a month.

Secretary DANIELS. I do not think any Congressman has been given the correct figures, or anyone else. I find this to be true, that when people go abroad, no two people come back with the same statement of facts. They meet some naval or Army officer supposed to know all about it. He tells them confidentially certain important things. Another man tells other Congressmen confidentially things quite the opposite; you can not therefore put too much reliance in what visitors to the front tell you about submarines. The Admiralty does not give out all facts to anybody. Neither does our Government publish certain information which for military reasons ought not to be given out. This is particularly true of certain phases of submarine warfare. Another man will have a very optimistic view. Like other people, some Congressmen who go abroad accept statements not based upon full knowledge. Too much reliance should not be placed upon information from any except the highest official sources.

Mr. BRITTEN. You of course are satisfied that there is more than one man in the British Admiralty who knows what is going on in the destruction of submarines. There is more than one man in the Department of the Navy here—the Secretary of the Navy knows everything that is going on, but he is not alone in that. There must be some intelligence bureau; there must be some bureau chief who knows about it, and I was just wondering if we are sinking submarines as fast as Germany can build them?

Secretary DANIELS. I do not think that anybody could say that with assurance. In the first place, while the allied powers, I think, may have a fairly accurate knowledge of what is going on in Germany, they can not be certain, and when you speak about sinking submarines, there are several methods of computing successes in submarine warfare. They are called the A and the B and the C. A is when the evidence is so complete, when you have captured the men or you have bagged the submarine itself, or the evidence is absolute and there is no possible doubt of it. The B is when every evidence except the capture of the men or the ship is there. The C is when the débris and the oil are seen and in which encounter they may or may not have destroyed the submarine. So, to say absolutely how many are destroyed, neither the British Admiralty nor our Navy can tell you absolutely, and if any man tells you how many are destroyed in any particular period it is well to understand that you can not be sure of the statement beyond the peradventure of a doubt.

Mr. KELLEY. And that is complicated by the further fact that you do not know how many they are building?

Mr. FARR. Can you approximate how many they are building?

Secretary DANIELS. I have not the figures. I take it that they are building all they can.

Mr. HICKS. As bearing out what you have said, as one of the Members of Congress who recently went to the other side, I inquired of every Navy man I met as to how many submarines Germany was building, and when it came down to the test, they said, as you have said, that they did not know. I spent two hours with Admiral Sims in London and I asked him how many submarines Germany was building per month, and he was extremely frank and extremely courteous, but he said, "I do not know." I doubt if there is any absolutely accurate information outside of Germany.

Secretary DANIELS. That is the difficulty about this matter.

Mr. FARR. We have not any American spies, evidently, in Germany.

Mr. LITTLEPAGE. There is evidently somebody over there. The paper this morning said there are 500,000 men on strike.

The CHAIRMAN. I suppose the answer to Mr. Farr's question is that we have not any spies anywhere.

Mr. FARR. I said that with some degree of pride.

Secretary DANIELS. I think the allies feel that they have some knowledge coming out from Germany but we do not accept as facts reports that lack absolute proof.

Mr. BRITTEN. Do you think that the Germans are sinking more merchant ships than the combined world can or is building at this time?

Secretary DANIELS. No; and with the increase of building this summer, both in this country and Great Britain, we will overcome that more and more.

Mr. KELLEY. Are these Ford ships to be built in the Great Lakes?

Secretary DANIELS. They are going to be fabricated at Detroit.

Mr. KELLEY. How many of them are contracted for?

Secretary DANIELS. One hundred.

Mr. HICKS. Did you get information as to whether they were oil burners or steam?

Secretary DANIELS. They are oil burners. The radius of any ship that burns oil is so much greater that coal is out of the question when you want speed and radius.

The CHAIRMAN. And with the smaller ships they would not have the space to carry coal for the radius of action?

Secretary DANIELS. They can not carry enough coal. That is the reason that we have been so insistent in the Senate side, particularly in the Public Lands Committee, to hold on to oil lands that have been set aside as a reserve for the Navy.

Mr. FARR. Are we continuing to build the submarine chaser?

Secretary DANIELS. We have not given any new orders. These Ford ships are believed to be much better. The other day we had a number of cruisers and some smaller ships and submarine chasers to go from Norfolk and New York down to Charleston. It was about the worst weather we ever had. One of the ships had its topmast blown off. Others had a very hard time; I am thankful to say that the submarine chasers went through the gale better than any of the others. This both pleased and surprised us, because we never built these ships for that kind of heavy work.

The CHAIRMAN. It has been called to the attention of the committee that changed conditions of invention—for instance, the depth bomb

and the submarine hearing apparatus—have rendered these submarine chasers useful and available for a service that was not originally contemplated and have made them more valuable than was at first supposed.

Secretary DANIELS. That is true. When we first built the submarine chasers our only idea was to use them in our own harbors as patrol ships.

Mr. FARR. These ships that were held up in the harbor of New York for the lack of coal, have they been supplied and started on their course?

Secretary DANIELS. I think all except 28 had been when I saw Dr. Garfield, several days ago. At one time there were nearly 200.

Mr. BUTLER. Have we plenty of coal for our own ships?

Secretary DANIELS. We are in splendid shape. We have been able, by reason of the foresight and forehandedness, to have no trouble whatever about coal, and have been able at Boston and Portsmouth and Newport to help other ships.

Mr. VINSON. Without interfering with your own supply?

Secretary DANIELS. Yes. Our supply is adequate.

Mr. KELLEY. The congestion of ships in New York is being relieved pretty thoroughly?

Secretary DANIELS. Yes; rapidly. Of course, as to merchant ships they are not under Navy control. We only furnish the convoys, but I understand it is being relieved. The congestion in New York was very great. The policy now is to send more of them to Hampton Roads to be loaded and coaled there, and we have been using our colliers at Hampton Roads to help coal the merchant ships.

Mr. FARR. Are you utilizing the port of Philadelphia more extensively than formerly?

Secretary DANIELS. I do not think that it has been utilized to any greater extent. I am not informed about that.

Mr. BRITTEN. Is it your intention to say anything to the committee about the experience of the armed crews upon the merchant ships and make any recommendation along that line with a view to taking over the whole American merchant marine by the Navy?

Secretary DANIELS. It had not been my intention. We have furnished armed guard to many merchant ships and furnished thousands of men for this dangerous and important duty. They have performed their duty wonderfully well. As to whether we shall take them all over, that is not a Navy question. We are taking over shortly 50 bare ships. The Shipping Board is turning over to us what we call bare ships. We furnish all the crew and management and control of it. We have said to the Shipping Board that the Navy was ready to man and officer every ship they requested us to man and officer, if notified in time to train the men and officers.

Mr. KELLEY. Are these 50 to be used for commercial or military use?

Secretary DANIELS. Both; carrying supplies and men.

Mr. KELLEY. And that will be handled by the enlisted men of the Navy?

Secretary DANIELS. Yes; if desired.

Mr. BRITTEN. Any passengers?

Secretary DANIELS. I do not think that they carry any passenger ships.

Mr. VINSON. Were any of these ships being turned into hospital ships?

Secretary DANIELS. We have bought two very large ships which are being converted into hospital ships. One of them is due in a few days.

I think this is working itself out. I am going to ask the Appropriations Committee for a deficiency of $3,000,000 to increase our training plant at Pelham Park, N. Y. It is an admirable place, and is also near where we send the men abroad, so that we can put in training there 10,000 more men. We have now in training on shore stations 95,721 men as of the date of January 12, not including the aviation stations. These men are under training. Of course we will use them for any service needed. We wish to add to the number now under training at Pelham Park, and we have requested the Department of Labor to turn over to us Ellis Island, where we can take care of 8,000 or 10,000 more men. We have a representative of the Navy in conference with a representative of the Labor Department at New York to-day trying to work out some plan by which this can be accomplished, and as I say, 50 ships will be turned over to the Army by the Shipping Board, which vessels the Navy will man entirely and operate for the Army.

Mr. BUTLER. Which you are to man entirely?

Secretary DANIELS. Yes. I have not asked for this, but we have said to the Shipping Board the Navy was ready to do anything they wished done. The Shipping Board is now turning over 50 bare ships for us to man, and as fast as they can get them I think we will be called upon to man all the new craft put into this service.

The CHAIRMAN. In other words, Mr. Secretary, as I understood you to say a while ago, you think the matter is in natural course working itself out, so that it is just gradually shifting itself to the Navy?

Secretary DANIELS. Yes; they are calling on us more and more.

Mr. KELLEY. Where did the Shipping Board get those ships?

Secretary DANIELS. They got most of them by commandeering them.

Mr. HICKS. Are most of them new?

Secretary DANIELS. Most of them are not new.

Mr. HICKS. How many men would it take to man these ships?

Secretary DANIELS. I have not gone into that. I will get the number. We only got the list a few days ago. With this increased personnel, you see, all our ships afloat are manned, and we have these 95,000 more men to come on, and we can get, in the Navy, all the men we need.

The CHAIRMAN. In other words, above all your needs afloat you have 95,000 men in training?

Secretary DANIELS. Yes.

Mr. HICKS. Admiral Palmer was very emphatic that we could supply all the men needed, provided we had enough time to prepare them.

Secretary DANIELS. Yes; we are training them with a view to their being ready. Admiral Palmer said, and said truly, that we would need more facilities. I did not come before this committee for the money because I wished to get this additional sum as a deficiency in the first deficiency bill.

Mr. HICKS. Some reports were submitted to our subcommittee which showed the very startling fact that there are estimated to be about 3,300 Germans in the merchant marine.

Secretary DANIELS. I think they have been sifted out. There are some foreigners—a large per cent—but my information is that they are from neutral countries with long seafaring experiences who have sailed for years in and out of American ports.

Mr. FARR. Are you developing officers in these training camps?

Secretary DANIELS. Oh, yes; we are developing officers in three or four ways. Perhaps the best way is, we are having a class every 16 weeks at Annapolis of young men who are in the reserves, who stand the best in competitive examinations. We order an examination in the whole service, and the best men, who stand the examinations, go to Annapolis for training. Then we train them at Pelham. Then we train them on every ship in the Navy. Examinations are held periodically on every ship in the Navy for young men to become ensigns, and we are securing good officers in that way. It really has been as gratifying as surprising how well the class turned out of Annapolis last fall have taken to their duties. The same is true of young men who obtained training and promotion by actual service on our ships.

Mr. VINSON. You got them out of the Naval Reserves, largely?

Secretary DANIELS. Largely; and many from the regular service. Many of them are warrant officers who came up from the enlisted ranks to ensigns.

Mr. FARR. You need officers?

Secretary DANIELS. Of course we need officers. That is a great need.

Mr. FARR. I have a number of young men in my district, and I presume many other Members have in their districts, who want to go to Annapolis—well educated young fellows—and I would like to know how they could get into the service.

Mr. BUTLER. Admiral Palmer gave us, the other day, a detailed statement of how that could be done.

The CHAIRMAN. He went over the whole thing and set out all the details.

Secretary DANIELS. At Annapolis we have built barracks in which we can take care of about 400 men at a time. The enlisted men in the reserves who pass the best examinations go there for this intensive training.

The CHAIRMAN. Admiral Palmer stated that the next class would consist of about 450, at Annapolis.

Secretary DANIELS. That is right, the accommodations have been increased. Admiral Palmer went into that very fully, I know.

Mr. BUTLER. Before the Secretary leaves, Mr. Chairman, I have another matter. The Secretary spoke of our 3-year building program. Would it be agreeable for me now to ask you a question or two, Mr. Secretary?

Secretary DANIELS. Certainly.

Mr. BUTLER. Mr. Secretary, it will not be necessary for us to increase the building program, in your opinion, this year?

Secretary DANIELS. I think not. I do not think we could build any additional large ships.

Mr. BUTLER. It will not be possible for us under present conditions to complete the 3-year program within the period which Congress directed. I think we ought to appreciate that. That being so, it will not be necessary for us to add to our building program any ships in this bill, will it?

Secretary DANIELS. I do not think so.

Mr. VINSON. Then why did you make the suggestion that Congress should again sanction the 3-year building program?

Secretary DANIELS. Let me look at the statement which I read here.

The CHAIRMAN. Mr. Vinson is talking about what you said this morning, Mr. Secretary. You said that Congress might——

Secretary DANIELS. That was for this reason: I said we would not ask any money. I said we would not ask any appropriation. It might be that we would be able to lay these ships down, and we would like the authority to be specific, so that we could. I do not like to lay aside the program. I want to feel that we are committed to it, and if in some way not now seen the ships should become available, I would like to order their construction.

Mr. BRITTEN. You have the authority for the three-year program?

Secretary DANIELS. Yes; I think so; but heretofore Congress has fixed a limit of cost and determined the time of construction.

The CHAIRMAN. Heretofore we have made the time three years, and then we have said at once to take up this, and then take up this. We have left the smaller third——

Secretary DANIELS. To make appropriation for.

The CHAIRMAN. To make appropriation for.

Secretary DANIELS. I do not object to the limit of cost at all; but I wanted to be very particular that we had the authority to go ahead if we could get the slips.

Mr. BUTLER. I was very greatly interested in seeing that law passed, and my idea was that we had committed the country to a three-year complete program, if the ships could be built within that time. Of course, if they could not be built within that time, nobody was to be found fault with or abused for it. You will not be able to complete that program within the time; I think everybody sees that. Now we have not anything to do, I think, but to make the appropriations every three years to complete the program. In your judgment, it will not be necessary to make any other appropriations at this time?

Secretary DANIELS. No; I think no additional appropriation is necessary now.

The CHAIRMAN. You have plenty of money on hand?

Secretary DANIELS. We have plenty of money on hand that we have not expended.

Mr. BUTLER. All right; so that it will not provoke any comment, do you think it is not necessary for us to say anything at all about it at this time?

Secretary DANIELS. I think we have the authority, Mr. Chairman, to go ahead, but I think it would be better, probably, to put that in the bill.

The CHAIRMAN. Mr. Secretary, this war has developed the fact that the great need is for smaller naval ships, has it not?

Secretary DANIELS. That is the great need.

The CHAIRMAN. The combined large fleets of England, France, Italy, and the United States, and the large ships and dreadnaughts, the larger type of naval ships, is so predominant that the need is for the smaller ships and not for the larger ships?

Secretary DANIELS. Certainly; that is correct.

The CHAIRMAN. There is one other phase of it; the shipping problem, the problem of transportation of troops and of provisions, supplies, munitions, etc., and the equipment is so great the facilities of the country are being used along those lines instead of in the construction of these additional battleships and battle cruisers that are not needed under the conditions of this present war?

Secretary DANIELS. I think that all of us realize that the preeminent need in the Navy is for the destroyer and the small craft, and that the preeminent need of feeding and carrying troops to France is for merchant ships. Therefore, it would not be a wise policy for the Navy to insist upon building battle cruisers, which can not be completed under four years, and dreadnaughts, which can not be completed under three years, and thereby take up the ways and the slips and the material and the labor for those ships which would prevent us building merchant ships and destroyers.

The CHAIRMAN. Instead of withholding that from the country, the thing to do is to let the country know all about it?

Mr. BUTLER. I only make explanations when I have to. I have always found that a man who begins to explain will have to explain on, and inasmuch as this is to authorize the Secretary of the Navy, and the Secretary of the Navy has a pretty good reason for not going ahead with it, the country will in the end sustain him.

Secretary DANIELS. I think in this matter, Mr. Butler, it will be very well to tell the country, because the country has authorized a certain number of cruisers——

Mr. BUTLER. When the war is over they will say it could not be done.

Secretary DANIELS. The country knows now that all the facilities for shipbuilding are required for destroyers and merchant ships.

The CHAIRMAN. Are required in more important lines?

Secretary DANIELS. Yes. When I took up with this committee when I came before you before the matter of the additional destroyers that were then authorized, we felt that every resource in the country should be devoted to building destroyers and merchant ships. If we insisted upon carrying out the program to construct the battle cruisers now, it would take from the builders of merchant ships the skilled labor absolutely necessary to construct these ships which are our first need.

Mr. VINSON. We were short of skilled labor then?

Secretary DANIELS. Yes. It would take from your skilled labor and from material that they would like to have for merchant ships. We slowed up on big ship program by insisting upon the destroyers. The Shipping Board agreed upon this policy. Our mutual policy is, "We must work together about this matter." We must see that merchant ships are built and the program is to lay all stress this year on destroyers, small craft, and merchant ships.

The CHAIRMAN. And in the adjustment between those two, you are emphasizing the destroyers and the small 200-foot ships, and the smaller craft, and the Shipping Board is emphasizing the shipping

necessities for transportation purposes, and you are not emphasizing and pushing at this time the ships and the battle cruisers which are needed to the same extent as the others?

Secretary DANIELS. It is impossible to build all, and we are emphasizing and using every effort to build those that can be built immediately and that are pressingly needed.

Mr. FARR. What is England doing in shipbuilding?

Secretary DANIELS. They are building merchant ships and destroyers and mine sweepers and craft of that kind more than larger types of ships.

Mr. FARR. Is their output considerable, Mr. Daniels?

Secretary DANIELS. Yes; and they are increasing it.

Mr. BUTLER. That explanation explains.

Secretary DANIELS. Yes. I hope we can rapidly complete our destroyer program, so that we may begin active work on dreadnaughts and cruisers.

Mr. BUTLER. And I understand that we can go on with our program and explanation can be made then.

Secretary DANIELS. Yes.

Mr. BUTLER. You can not hold the department down to any strict rule now.

The CHAIRMAN. Mr. Secretary, is there any other matter that you wanted to call to the attention of the committee?

Secretary DANIELS. Mr. Chairman, we have at Indianhead large operations, as you know, and we are hampered by lack of transportation. I do not know whether I have written you a letter on that or not.

The CHAIRMAN. Yes; you had a partial hearing, you remember.

Secretary DANIELS. Yes.

The CHAIRMAN. And at your request we held it up.

Secretary DANIELS. Yes.

The CHAIRMAN. Now will you state to us what you wish to do in regard to that?

Secretary DANIELS. I wish to put it up to the committee, which is the best course to pursue, whether to build a railroad ourselves to cost us about $950,000, or to authorize a private company to build it, and advance them $350,000, the money to be paid back to us in freights?

The CHAIRMAN. The Government ownership question can be avoided by advancing money and taking it back in freights.

Secretary DANIELS. We wish the transportation, and unless we advance the money we can not get it. In these days of ice on the river and difficulty in getting ships we feel that need particularly; and then, moreover, everything we take to Indianhead has to come through the navy yard, and we have the reloading and the expense there. We must have better transportation, and we ought to have it by rail.

Mr. MUDD. Mr. Chairman, speaking of this railroad, if we advance $350,000 and it is to be built for $950,000, and we take back the money by freight charges, why would it not be a good idea for the Government to build its own railroad and own it?

Secretary DANIELS. I personally favor that.

Mr. VINSON. What company is this, Mr. Secretary, that proposes to build this road?

Secretary DANIELS. There is a company that is planning to build a railroad from Washington to Newport News, which would go through Indianhead and down by Winthrop, and its completion would be of great value to us.

Mr. MUDD. They already have a right of way?

Secretary DANIELS. Yes; and they have a right of way across the Potomac.

Mr. MUDD. Are they going to build it?

Secretary DANIELS. They have a right of way but they are not going to build now, because nobody can build railroads now. They find difficulty in obtaining the money. They say if we will advance this money they will pay it back in freights.

The CHAIRMAN. If the Government would advance the $350,000 on the contract that you set out heretofore, would that guarantee the prompt and expeditious construction of the railroad to Indianhead?

Secretary DANIELS. They say it would.

The CHAIRMAN. Are you satisfied that it would?

Secretary DANIELS. Admiral Earle has looked into it very fully, and he thinks it would. I will ascertain what guaranties they will give.

Mr. VINSON. That is conditioned on the strict and prompt performance of the contract, that loan of $950,000?

Secretary DANIELS. We would insist on that.

Mr. MUDD. Does that mean $950,000 to Indianhead, or $950,000 all the way to Newport News?

Secretary DANIELS. To Indianhead.

Mr. MUDD. This private concern contemplates building all the way to Newport News?

Secretary DANIELS. They do ultimately, yes.

Mr. BRITTEN. Supposing Congress decides that this $350,000 should be advanced to this railroad company, can you make a satisfactory contract with them for the tonnage price for freight before the appropriation is made?

Secretary DANIELS. The bill provides that the rates should be fixed by the Secretary of the Navy.

Mr. BRITTEN. Can that be established, though, prior to turning any money over to the railroad company?

Secretary DANIELS. They would have to enter into the contract to accept the rates to be fixed by the Secretary before we advanced them the money.

Mr. VINSON. Would you then advance the money in a lump sum, or as the work progressed?

Secretary DANIELS. As needed. They must have the money if the road is built. They would have to have the money to buy the rails and pay the labor.

Mr. KELLEY. If this railroad were built only to Indianhead, the Government would be the only patron of it, would it not?

Secretary DANIELS. The chief patron.

Mr. KELLEY. What would it cost to build it to Indianhead?

Secretary DANIELS. I think they figured about $350,000.

Mr. KELLEY. No; I mean the total cost?

Secretary DANIELS. Oh, it would be between $900,000 and $1,000,000.

Mr. BRITTEN. Of course, Mr. Secretary, it would be perfectly natural for you to ascertain positively that the $600,000 necessary to complete the railroad over and above the amount loaned by Congress would be deposited some place or assured, before you paid out any money?

Secretary DANIELS. How is that?

Mr. BRITTEN. It would be perfectly natural as a business proposition for you to determine that the $600,000 necessary for the completion of the railroad, over and above the $350,000 the Government is advancing, would be deposited some place, or be assured before you pay out any money?

Secretary DANIELS. Yes; we would have to be assured that the railroad would be built before any money was advanced.

Mr. BRITTEN. In other words, I do not like the idea of financing the capitalization of the concern and then going in and taking a chance of losing what we have in there or else building the road and making a Government road out of it.

Secretary DANIELS. In ordinary times I would strongly advocate building the road; but as we have so many more expenses now, and there is a good deal of division of opinion about whether the Government should own the railroads or not, and this is so important to Indianhead, I do not wish to inject into it anything except securing the necessary quick freight transportation.

Mr. VINSON. This is entirely different from the matter of governmental ownership of the railroads of the country. You have stated that the Government will be the only patron of this railroad.

Secretary DANIELS. The railroad will carry freight to Indianhead for the Government, and the Navy will be the chief, but not the only, patron. Connections would have to be made with the navy yard.

Mr. MUDD. It is simply asking for a loan, as I understand it, Mr. Secretary, and they will secure the money for the balance, themselves?

Secretary DANIELS. That is what they offer.

Mr. MUDD. And they will pay back that loan in transportation?

Secretary DANIELS. That is what they propose. I would myself rather build the road and make it a part of the navy yard. The important thing is we wish to have the transportation, and that is the material thing. How we get it is secondary.

Mr. KELLEY. Are these persons who propose to build this, railroad people, or are they just promoters?

Secretary DANIELS. They propose to build a road all the way from here to Newport News. I think they are practical railroad men.

Mr. KELLEY. I mean, are they promoting the project and then do they propose to sell it afterwards to the Baltimore & Ohio or to the Pennsylvania or others?

Mr. VINSON. Has anything been done except securing the right of way and making the surveys?

Secretary DANIELS. I think not, outside of making plans.

Mr. OLIVER. It is hardly probable that without Government help, as indicated, they will now build it to Indianhead, and very improbable that road will now be built to Newport News.

Secretary DANIELS. Only to Indianhead now. They expect when normal times return to complete the road to Newport News, Va.

Mr. OLIVER. Then no arrangement has been made to complete the road to Newport News at present?

Secretary DANIELS. I think at this time they can not make arrangements to build any long road.

Mr. OLIVER. Yes.

Secretary DANIELS. But they think if the Indianhead part is built it w.ll pay, and after the war is over they can finance it and build the road on down to Newport News, which would be a very desirable thing.

Mr. OLIVER. As indicated in the question by Mr. Britten, before obligating the Government, you would require some bond to insure the completion and equipment of the road within a reasonable time to Indianhead?

Secretary DANIELS. Of course. We would not advance any money under any bill unless we had guarantees and were fully protected.

Mr. KETTNER. I think the comm.ttee has the wrong view. The $900,000 loaned the road would be for the rolling stock and all to Indianhead.

Secretary DANIELS. To Indianhead.

Mr. KETTNER. The way that promoters usually do is, they lay the ties and the rails, and then they make arrangements with a railroad which has rolling stock to run down there, and that is all the promoters usually do.

Secretary DANIELS. This estimate that Admiral Earle furnishes me says "$978,000, actual cost of laying tracks, securing right of way," etc. It does not include——

The CHAIRMAN. It does not include rolling stock. As I said a while ago, the construction of the road is to cost $900,000.

Secretary DANIELS. That is for the construction of the road.

The CHAIRMAN. How many miles is it?

Secretary DANIELS. It is 21 miles from Shepards Landing where the present railroad ends to Indianhead. From Indianhead to Bennings it is 28 miles.

Mr. VINSON. How much is the stock of this concern to be, $600,000?

Secretary DANIELS. I do not know.

The CHAIRMAN. I will ask you to put that statement in your hearing, and also I will put in the hearing the two letters which you wrote me on the subject, so as to have them in the hearing.

Secretary DANIELS. In regard to the purchase and the building?

The CHAIRMAN. Yes.

Secretary DANIELS. I will put in that, and all the facts about it, that may add to it.

For the further information of the House Committee on Naval Affairs in regard to the construction of a railroad to connect Washington, D. C., with the naval proving ground and powder factory at Indianhead, it is stated that it is proposed to take this line from the Ba'timore & Ohio Railroad near Shepards Landing and continued through Prince Georges and Charles Counties, Md., to the naval property at Indianhead. This line will be approximately 23 miles in length. As the average cost of railroad at the present time is considered to be $25,000 per mile, the total cost of the railroad then would run close to $1,000,000.

The Navy would have to lease part of the Baltimore & Ohio track, as part of it is not now in use—that is, the part below the Washington Steel & Ordnance Plant to Shepards Landing. The basis of the railroad lease is customarily taken as 3 per cent

of the value of the property, which value must be determined by arbitration before the lease is executed.

Further items in connection with the construction of this railroad will be the obligation to the Washington-Newport News Short Line for investigations, rights of way and surveys. The estimate of actual cost of laying track, securing rights of way, etc., prepared by the Bureau of Ordnance, is included in the following:

| Name of account: | Estimate. |
|---|---|
| Obligation to Washington-Newport News Short Line for investigations, etc. | $35,000 |
| Salary of construction engineer | 7,500 |
| Engineering, incidentals, etc. | 96,232 |
| Land for transportation | 65,000 |
| Grading | 189,280 |
| Tunnels | 90,800 |
| Bridges, trestles, and culverts | 218,300 |
| Ties | 35,200 |
| Rails | 154,000 |
| Other track material | 27,500 |
| Ballast (not estimated). | |
| Track laying and surfacing from sides | 19,160 |
| Right of way fences | 1,600 |
| Crossings and signs | 1,555 |
| Station and office buildings | 20,000 |
| Road buildings | 3,080 |
| Water stations | 2,500 |
| Fuel stations | 2,000 |
| Shops and engine houses | 3,500 |
| Telegraph and telephone lines | 4,000 |
| Roadway machinery | 2,000 |
| Roadway small tools | 435 |
| Total | 978,642 |

It is noted that the above estimate is close to $1,000,000, and this is the estimate of the railroad company which proposes to undertake the construction of the road.

Should the Government build the railroad an amount of at least $1,000,000 would therefore be necessary and the Government would have to run the road. The advantage of this arrangement is that the construction of the road would be assured and that the Government would be able to operate the road at an expense equal to the upkeep and salaries of the various officials necessary. The cost to operate a railroad of this type and distance per year will approximate, for pay, allowances, leave, etc., upkeep, grading, etc., at least $100,000. Paralleling this is the proposal of the railroad company to build the road at $60,000 per year in freight to the Navy. The actual money value of the freight to be handled by the road, however, is at present worth $125,000 per year at an average rate of $1.40 per ton. This is based upon the year 1916, and the amount which would be hauled during the years 1918 and 1919 will be at least double this amount.

Your committee understands the importance of having this transportation. Unless the road is soon built the Bureau of Ordnance will not be able to carry out its plan to increase the powder factory expeditiously. In fact at the present time, January 31, 1918, there remains at Indianhead but alcohol sufficient for five days output of 20,000 pounds of powder per day.

When it is considered that the output of the enlarged powder factory is to be 100,000 pounds of powder per day, it must be apparent how difficult it will be to accomplish this without the railroad facilities.

To further explain the condition at this date the following quotations are made from a letter submitted to the bureau by the inspector of ordnance in charge at the Naval Proving Ground, dated January 25, 1918:

"Forty cars are now on the station and it is understood that 19 cars are at the navy yard awaiting transportation to Indianhead. The estimate of the Austin Co. is that they will very shortly be receiving from 8 to 10 carloads of material daily in addition to which must be added the supplies and material for the McLean Construction Co., working on the upstream dock and connecting railroad, the supplies and material of the Westinghouse Church Korr Co., working on the installation of much of the power plant machinery, etc., and the supplies and material of the du Pont Co. who are shortly to begin the erection here of new sulphuric acid, nitric acid, and nitrating plants.

"It will be seen from the above that this does not include the receipt of the station's current supply of cotton, alcohol, sulphur, and acid still on contract nor nitrate of soda, 7,000,000 pounds of which are to be received as soon as the present storehouses are ready for same (the tentative date set for beginning this delivery is February 15).

"It is believed that a conservative estimate for the six months beginning February 1 is 20 carloads of freight per day, hence it is deemed absolutely essential that immediate steps should be taken to provide for handling this amount of freight on the river as no relief can be expected from the future railroad until the end of the above period, and right now 7 to 8 cars per day seem to be the best we can do with the available equipment which can be increased to 12 or 14 per day in the spring.

"Attention is invited to the fact that the above does not include the receipt of additional powder boxes from Norfolk, the sending of which has had to be postponed indefinitely owing to freight congestion.

"The Austin Co. at present is transporting the major portion of its freight by automobile trucks from La Plata, Md., 13 miles distant, across country, the cost of which is becoming prohibitive, and would in a short time more than pay for the necessary dock facilities at Shepherds Point, and changes necessary in the docks at this station to accommodate the above float.

"Aside from the high cost of transporting material from La Plata, it is not believed that sufficient automobile trucks can be procured to handle all the freight in this manner, even if this freight were all of such a nature as to permit such handling.

"As this matter has a direct bearing upon the completion of the enlargement of the powder factory and the consequent output of powder, the urgency regarding same can not be expressed too forcibly."

Under date of January 6, 1917, the Chief of Bureau of Ordnance reported as follows to the Department:

"Present financial conditions make it impossible for the company to finance the road. Meantime the transportation to and from the Naval Proving Ground is becoming more serious. In the week ending May 26, 1917, 125 freight cars were handled, yet 20 remained on the station on May 29. This indicates that the material destined for Indianhead can not be handled by the river, even though barges are run on Sundays as is now the case. Demurrage mounts up, and as the ice forms again in the river the situation will be worse. In other words, no expansion of our activities in powder manufacture appears possible. The proving ground must now build a new up river dock to handle freight in order to remove such from the neighborhood of the firing which firing is interfered with by this freight more than can be told. This new dock will involve an expenditure of not less than $115,000.

"The bureau therefore recommends that the United States Government either loan the Washington-Newport News Short Line Railroad $1,000,000 or tal e $1,000,000 of their bonds on the condition that the connection between the Baltimore & Ohio Railroad and the tracks of the Naval Smokeless Powder Factory, at Indianhead, Md., be completed, as the first project of the road, and that it be seriously started at once.

"This bill simply means that the railroad company in question, the Washington-Newport News Short Line, can finance the construction of a railroad from Benning, D. C., to Indianhead, forthwith, if the Government agrees to purchase from the road $360,000 worth of transportation to be evidenced by monthly transportation warrants extending over a term of 10 years, and to be paid for by the Government's 12 semiannual obligations of $30,000 each, the road agreeing to give the Government a contract in a form that will insure the redemption of these warrants."

The Washington-Newport News Short Line, under date of November 9, 1917, proposed as follows:

"The Government is to purchase from the road $360,000 of transportation, freight and passenger, for which the road will issue to it a series of 96 transportation warrants covering a period of eight years, one for each month, as follows:

"Nos. 1 to 24, inclusive, for $2,000 each.

"Nos. 25 to 36, inclusive, for $3,000 each.

"Nos. 37 to 60, inclusive, for $4,000 each.

"Nos. 61 to 96, inclusive, for $5,000 each

"These warrants are to be usable by the Government as they mature, monthly in numerical order, in payment of its current bills to the road for transportation, and, at the road's option, they may be used in advance of their maturity. The form of warrant is submitted herewith.

"In payment for said transportation the Government is to issue to the road its obligation in 12 semiannual installments of $30,000 each, the first of which will be payable at a date subsequent to the completion of the road. These obligations the road will hypothecate along with a mortgage of all its assets with some trustee, to be

used to pay interest on a loan which such mortgage will secure, the proceeds of which loan will be used to build and equip the road. This money which the Government is to advance will not go into the construction of the road, and no part of it will be payable by the Government until the road is built.

"To insure the furnishing to the Government of the said $360,000 of transportation; in other words, to insure the redemption of the road's transportation warrants as they mature monthly, the road will enter into a contract with the Government agreeing to, and will, in fact, incorporate in the mortgage of all its assets which it will give as aforesaid, to procure the money with which to build and equip the road, an express reference to its contract with the Government and a stipulation to the effect that the performance of the road's undertaking to furnish to the Government this $360,000 of transportation shall have priority over the bonds and that such priority shall be respected by the trustee in the mortgage in any foreclosure proceeding and by any receiver of any court. Such contract between the road and the Government will also give the Government the right, at its option, in the event of the road's failure to redeem any of said transportation warrants, to declare all of them redeemable forthwith as rapidly as needed by the Government to meet its bills for transportation, and to take charge of the road and all its equipment and assets of every sort and operate the same until such time as all of said warrants are redeemed, accounting to the road for any net earnings received during such period after deducting all operating and administrative expenses.

"Taking 1916 as the basis of tonnage (I submit herewith statement showing estimated value of this traffic based on actual operation of other railroads) and $1.40 as the average rate per ton, the money volume of the Government's business with the road would be about $125,000 per year, so that assuming the worst should happen; that is, that the road should become unable to operate on its own account, in that case, the Government could declare all the transportation warrants immediately usable and so, in less than three years, it would realize its entire claim whether the road was being operated by a receiver or by the Government itself. One thing is certain beyond any question—once the road is built and in operation (and until then the Government advances no money and incurs no obligation) it will continue in operation through some agency, and whatever that agency may be the road will give to the Government such a contract as will compel that agency to respect these transportation warrants. There will not be a single element of chance for the Government in the arrangement which we propose, and it will get in the shortest time possible—we estimate a few months from the acceptance of our offer—what seems to us a military necessity of first importance. We can see no distinction either in kind or degree in the importance which attaches to the reliable and prompt transportation of war munitions from the factory to the testing plant and such transportation to the line of battle, or indeed of their manufacture. We are advised by the naval officer in charge at Indianhead that during last winter river transportation, the only present means, was wholly stopped for six weeks by weather conditions, in one instance as much as 12 days consecutively, and that under the more favorable conditions the journey to and from Indianhead requires three days. We propose remedying these conditions, as by rail transportation under the most adverse conditions this time could be reduced to one day, without a cent's cost to the Government; indeed, rail transportation will be cheaper.

"The execution of our program is dependent, of course, upon our ability to get the required rail for the 22 miles of trackage. This we are satisfied we can procure of secondhand quality but adequate for our purposes, but it is our present understanding that the Government must consent to the purchase. This consent we now ask. We understand further that an act of Congress will be required, authorizing your acceptance of our proposition. The form of this act, as already suggested by the solicitor for your department, and appearing in your files, seems to us to cover the case, except that the amount should be changed to $360,000, and we trust you will procure favorable action on it as soon as Congress convenes."

The Bureau of Ordnance wishes to make further explanation of this letter as follows:

"It will be seen that the financial interests of the Government are properly safeguarded and that the promise made to buy transportation warrants is for the purpose of insuring the procuring of the capital required for the construction of this road.

"In the event that this bill becomes law the Navy proposes to enter into contract with the Washington-Newport News Short Line Railroad, offices at 55 Liberty Street, New York, Mr. Frank S. Gannon, president, to construct the road from the Baltimore & Ohio road at Benning to Indianhead, a distance of 28.4 miles. The company is assured that secondhand rails can be secured and estimate that six months will see the road completed.

"The proposed freight rate is $1.45 per ton, arrived at by the method indicated in the following statement of values:

| Class. | Rate per hundred-weight. | Weight (hundred-weight). | Gross revenue. |
|---|---|---|---|
| First | $0.158 | 237 | $37.44 |
| Second | .126 | 89,494 | 11,276.24 |
| Third | .116 | 4,071 | 472.23 |
| Fourth | .095 | 83,296 | 7,913.12 |
| Fifth | .084 | 566,635 | 47,597.33 |
| Sixth | .074 | 239,414 | 17,716.63 |
| Coal | .050 | 737,296 | 36,864.80 |
| Cotton | .150 | 36,384 | 5,467.60 |
| Total | | 1,756,827 | 127,335.39 |

| | Net tons. |
|---|---|
| Total weight | 87,841 |
| Average rate per ton | $1.45 |

"In arriving at the above estimate, the following facts were used:

"On all 'class' freight the rates between Philadelphia, Pa., and Wilmington, Del. (26.7 miles), were used.

"On coal, there being no local rate, 5 cents was assumed as being well below any reasonable figure.

"The rate on cotton, 15 cents, is the local rate for cotton in bales for a haul of 25 miles in the State of North Carolina.

"It will be noted that the distance from Benning (Washington) to Indianhead is 28.4 miles, or 6½ per cent greater than that between Philadelphia and Wilmington.

"Present financial conditions make it impossible for the company to finance the road.

"Regarding the increased development of water transportation, aside from the uncertainties attendant upon same due to weather and ice conditions, primarily the latter, it appears to be out of the question to furnish anything like an adequate number of barges and tugs with men to man the same for a long time to come.

"Securing sufficient transportation by water appears impossible. Since the beginning of the year every effort has been made to obtain sufficient barges, but without actual result. Although ordered, they can not be built at Government yards due to the congestion of work nor are there barges available for hire or purchase. Meantime the transportation to and from the Naval Proving Ground is becoming more serious. In the week ending May 26, 1917, 125 freight cars were handled, yet 20 remained on the station on May 29. This indicates that the material destined for Indianhead can not be hand'ed by the river, even though barges are run on Sundays as is now the case. Demurrage mounts up, and as the ice forms again in the river the situation will be worse. In other words, no rail expansion of the Navy's activities in powder manufacture appears practically possible without the construction of the railroad. Again, for periods of time running up to 12 days last winter, the river was closed to barges.

"Indianhead must be depended upon to furnish powder to the Navy. But a month's supply of soda nitrate could be accumulated at Indianhead during the open season of the river in 1917, with barely sufficient coal to tide over the winter despite every effort, solely because of restrictions of transportation. Yet, of late it has been nothing unusual to have waiting for transportation to Indianhead between 25 and 30 cars at the navy yard, and with the daily addition it has taken as much as a week's running of two tugs and all the available barges to reduce the congestion at each end of the line.

"Attention is invited to the fact that this is occurring under most favorable conditions of weather and daylight, and that in the winter, when the river is foul with ice, as it is for about three months of the year, the department foresees a delay in proof work due to the nonreceipt of materials together with large demurrage charges on railroad cars and the inability to meet the public demand that every available railroad car should be kept moving.

"During the past winter 1916–17, there was a period of 10 days when it was absolutely impossible to handle any barges on the river and for weeks it was seldom the case that more than one barge could be handled at a time, which caused such a congestion that it was late in the spring before the station recovered from same, and this it will be noted was under normal peace conditions.

"Under date of February 17, 1917, the Bureau of Ordnance, of this department, was advised by the Proving Ground as follows:

"'The present conditions of the Potomac River regarding ice brings forward again very forcibly the desirability of having railroad connection between this place and Washington, D. C. For a week now it has been impossible to handle barges, first, owing to the heavy ice in the river itself, and, second, to the piling up of the ice about the river wharf at Indianhead by the northwest winds. Yesterday using two tugs, a small barge was brought to this station and again to-day two tugs were able to bring down one barge, although several days ago when it was attempted to land a barge same was found impossible and it had to be returned to Washington without unloading. There is at present accumulated at the Washington Navy Yard 18 carloads of freight for this station and we have at this end powder to be shipped and empty cars to be returned.'

"The road, as a matter of passenger accommodation, and hence directly affecting the efficiency of employees, will be of great value, as the conditions of travel by river are impossible, as witness a not unusual incident:

" 'On the night of Monday, February 23, 1914, during a blinding snow storm, the tugboat bringing the workmen for the following mornings's work carried about 80 passengers. Upon its arrival at Indianhead a report was made to one of the officers in charge by the watchmen on the river wharf that about 30 passengers were compelled to ride outside on deck and that the deck was snowed under. Later reports from some of the passengers also stated approximately the same conditions. This is the most recent instance where the health of the personnel attached to this station has been jeopardized by the lack of proper transportation facilities.

" 'On Tuesday, February 24, the passengers, among whom were some of the officers attached to this station returning to duty, were on the river eight hours attempting to reach Indianhead.

" 'Recently a Midvale plate was sent to Indianhead for test, but, owing to the bad weather conditions coupled with exceptionally low tides, it was impossible to unload this plate and the nitrate of soda on the same barge for a period of 10 days, although daily efforts were made.

" 'On Sunday, March 1, 1914, during another bad storm, a 6-inch gun was thrown off the flat car on the barge and besides injuring itself dished the deck of the barge. On the night in question seven negroes from the log house, the watchman, two gunners, and one of the officers in charge were working from about 8.30 p. m. until after 2 a. m. trying to save Government material. For a while it looked like we would lose one of the 12-inch guns, but finally succeeded in winding the barge around the dock and stopping its heavy rolling. Owing to the heavy sea and the exceptionally high wind, coupled with the very low temperature and the ice pack surrounding the river wharf, this result was very difficult to accomplish, and all the three barges were injured more or less by their pounding. Unfortunately, that day—Sunday—two barges were received from the Washington yard and one from Norfolk, so on the night in question there were four barges alongside the river wharf.'

"A passenger steamer is now being considered for purchase at a cost of $125,000 to relieve this condition.

"The output of powder is really measured by the ability to hold labor at Indianhead. We have been unable to increase labor beyond a certain point and solely because of the inaccessibility of Indianhead and the fact that all accommodations for residing there are fully engaged.

"When the record of this station not only in the saving of actual money to the Government by its economical manufacture of powder but also in the enormously increased safety, stability, and efficiency produced by its methods in all powders is considered, it will be seen that the facilities of transportation requested are not beyond reason. It should be again borne in mind that this bill really represents no actual expenditure, but really a net saving to the Government."

Mr. OLIVER. Mr. Secretary, has any information been obtained by the Navy Department as to the reasonableness of the estimated cost of this road?

Secretary DANIELS. I think it has, Mr. Oliver. I have not gone into it myself very carefully, but the Bureau of Ordnance has.

Mr. MUDD. Are you asking for immediate action on this matter?

Secretary DANIELS. We ought to have it as soon as possible.

Mr. MUDD. As a matter of fact, you have no means of transportation to Indianhead now?

Secretary DANIELS. Not except by water.

Mr. MUDD. I came up from Norfolk the other day, and I think the ice was about 16 inches thick, and the boat was a day late. You have no railroad to Indianhead, and the only transportation is now by big automobile trucks, which have to run all night to keep the engines from freezing. That has been the case, I believe, for some time.

Mr. VINSON. The Secretary said he would put in the record all the information he has on this matter.

Secretary DANIELS. Yes; I will.

Mr. BROWNING. Before entering on another subject, if we are going to adjourn, I would like to ask a question.

The CHAIRMAN. I was in hopes that we might finish with the Secretary now. He said that he did not have many matters to go into, and I thought we might finish at this session.

Mr. MUDD. Indianhead has increased in size, or will have increased by the end of the war, three times over, and would it not be proper to have a railroad there as a permanent institution for the transportation of powder and the output of Indianhead, and likewise for the transportation of guns that will be tested there?

Secretary DANIELS. I was going on to say, we will always have to test guns, and we will always have to make smokelesss powder. So that I think, if the best hopes we have are realized, we would still have to have a large naval establishment in America.

Mr. KELLEY. Which plan would insure the operation of the road at the earliest date, to build it ourselves or to go ahead and assist these private parties?

Secretary DANIELS. Admiral Earle thinks we will get it quicker if the private company builds it. That feeling is because we have so many other things to do that officers, who would ordinarily be assigned to such duty, are busy in other ways.

Mr. OLIVER. My understanding is that it is contemplated to later extend beyond Indianhead?

Secretary DANIELS. Yes.

Mr. OLIVER. And the parties who now are proposing to build it for the Government, with the loan of this amount, are the same parties proposing to extend it to Newport News?

Secretary DANIELS. That is right.

Mr. OLIVER. I think it is very important that you ascertain what is the estimated cost of the right of way, and what is the estimated cost of constructing the road from here to Indianhead, in order that Congress may understand what parts of this estimated cost the Government is now asked to lend; and then you should ascertain what assurance, by way of bond or otherwise these parties can give the Government that when the road is completed they will be supplied with proper and sufficient rolling stock to immediately begin the operation of it.

Mr. KELLEY. What would be the estimated annual freight that the Government would be likely to pay?

Secretary DANIELS. It is estimated that will be in the neighborhood of $120,000.

Mr. MCARTHUR. Would it be any advantage to have this railroad completed on from Indianhead to Newport News?

Secretary DANIELS. I think it would.

Mr. McArthur. If the Government took this over and built it itself, would not that preclude this company going on and finishing its own road to Hampton Roads? Would not that private construction be abandoned on account of the Government building its own road from here to Indianhead? It would be unlikely to be constructed on down from Indianhead if the Government took it over from here to Indianhead?

Secretary Daniels. It would be unlikely that we would do it. As a war measure it would probably be better to advance the money on the proper guaranties.

Mr. Vinson. Will you tell us what proportion the amount advanced would be to the amount of freight?

Secretary Daniels. We would advance $60,000 a year to insure the building of the road. Our freight would be about twice that sum.

Mr. Oliver. And what would be the cost per mile?

The Chairman. That ought to be furnished within a few days.

Mr. Littlepage. The Secretary tells us that he personally favors the Government's building and owning it. I would like for him in the hearing to set out his reasons for that. I share his conviction.

Secretary Daniels. I will do that. Of course, I never allow any preference I have for a policy, during the war, to influence me at all. The only thing is——

Mr. Kelley. Would not an electric line for all purposes be cheaper?

Secretary Daniels. It is very heavy freight; the heaviest freight to carry in the country.

Mr. Butler. Mr. Secretary, just let me understand, please, for my own satisfaction. Do you consider this absolutely necessary as a war measure?

Secretary Daniels. As a war measure.

Mr. Butler. And when you are asked as to the value of this road you are thinking of the use of it in war times?

Secretary Daniels. Yes; and of course afterwards, too.

Mr. Kelley. My understanding is that they are operating some of these great western roads by electricity.

Mr. McArthur. Four hundred miles west of Milwaukee is being operated by electricity now.

Secretary Daniels. Do they handle their freight by electricity?

Mr. McArthur. Between Helena, Mont., and points in Idaho they are hauling everything by electricity.

Mr. Oliver. If the report made by the department shows that this road will cost between $900,000 and $1,000,000 to construct, and in addition to that a certain additional sum for rolling stock, it might be interesting to ascertain the probable cost of operation and upkeep so that the committee can consider the advisability of allowing the Government to build the road.

The Chairman. And pay all the expenses of operation.

Mr. Oliver. Rather, what will be the expenses of operation. It is important that these facts be made clear, so that we may understand what percentage of the reasonable cost of construction we are now requested to lend so that we can better determine whether to recommend the lending of this amount or the building of the road.

Mr. Britten. One more question. Will the Secretary please answer in the record as to the length of time it will probably take the Government to get back that $350,000 in freight?

The CHAIRMAN. He has already stated that, in the annual cost of what he would have.

Mr. LITTLEPAGE. It might pay for that road several times over in freight, and still not own it.

Secretary DANIELS. In eight and a half years we would probably pay in freight the cost of constructing the road.

Mr. Chairman, I think all the estimates have been gone over so fully by the chiefs of the bureaus that I do not suppose you would desire me to go over them.

The CHAIRMAN. No; we do not expect you to go into details.

Secretary DANIELS. There is one matter that I have written to you about, and that is holiday pay for navy-yard employees. They have certain leave which is given them by law. Now it is so necessary to have every machinist and every person who can work on ships employed all the time during this war I recommended that if these men give up their leave in these real emergencies they should have the pay. Ordinarily I would not favor such a policy, but suggest it as a temporary emergency plan to increase production.

The CHAIRMAN. I have introduced that bill, I will say to you, and as soon as it was introduced some of the leading representatives of the labor unions came here and very promptly protested against it; and why they do it I do not know, but they are afraid——

Secretary DANIELS. Mr. Chairman, I would like to ask that all appropriations contained in this act shall be immediately available and available for the payment of obligations on account of the existing emergency incurred prior to the passage of this act and which are properly chargeable to such appropriations.

Mr. BUTLER. All the appropriations, in the whole bill?

Secretary DANIELS. The whole bill. I have written a letter advocating an appropriation for proving grounds near Indianhead where we can test our big guns. Admiral Earle went into that.

The CHAIRMAN. Yes; we went into that very fully.

Secretary DANIELS. I wish to approve his recommendation. He has also approved the buying of Gould Island at Newport.

The CHAIRMAN. That is a very important matter. I have a letter from you on that.

Secretary DANIELS. Yes; and I would like to say that the purchase of Gould Island in Narragansett Bay for purpose of ammunition storage is absolutely necessary.

Owing to the increased need for ammunition, it is becoming necessary to store much larger quantities of ammunition on Rose Island than before. A condition is thus likely to be created when additional explosives must be stored, which might result in great disaster similar to that at Halifax, caused by the explosion of the steamer *Mont Blanc*, which destroyed 1,500 persons and $45,000,000 worth of property.

The CHAIRMAN. You will put that in fully, will you?

Secretary DANIELS. Yes; and there may be several other matters that I may like to add to the hearing by way of explanation of the appropriations.

The CHAIRMAN. If there is any other matter that comes up that you do not think of now, just add it.

Mr. VINSON. The department approves of the purchase of the land adjacent to the marine station at Paris Island, does it not?

Secretary DANIELS. Yes.

Mr. BRITTEN. Before you conclude, Mr. Secretary, I would like to know if you would care to give the committee any personal views or offer any suggestions in regard to personnel legislation, with a view to providing the rank of rear admiral for the chief of target practice, and giving that office the same status that other bureaus have?

Secretary DANIELS. I would not recommend any change. I think that the organization that we have is very good. I would not like to say that the chief of target practice should be an admiral or should have an admiral's rank because when you give him that, then you should adopt the same policy toward the superintendent of the Naval Academy, toward the Chief of the Bureau of Intelligence, and chiefs of other like functions. Target practice is under the control of the chief of operations, and I have this feeling, that we ought not to change the present organization, at least at this time when everything is working so well.

The CHAIRMAN. That is just a division in the bureau?

Secretary DANIELS. Target practice is just a division, and I do not think, while it is of great importance, it ought to carry anything but the rank of the officer who is assigned to it, because if you give it more, then in operations we have an aide for matériel—Capt. McKean now—and the chief of operations has an assistant, Capt. Pratt, in operations; and you would then begin to say that under this admiral of operations you must have other admirals; and I think it ought to be limited as it is limited now.

The CHAIRMAN. If you started it it would extend ad infinitum.

Secretary DANIELS. Ad infinitum.

Mr. BRITTEN. The position carries with it contact with so many officers, commanding officers of ships, and in such close touch with them, where he practically directs them to do certain things, and if they do not do them he calls the matter to the attention of the department, and there is a certain feeling engendered there that is bound to come between human beings, and the committee has heard evidence along that line and some of us wondered if that division should not be made, if the chief of that division should not be made a rear admiral because of that particular service.

The CHAIRMAN. That would make that a bureau.

Mr. BRITTEN. That would make that office a bureau.

Secretary DANIELS. And that would destroy the policy of selection. Then whoever I assigned to be chief of target practice would become an admiral.

Mr. BRITTEN. A rear admiral.

The CHAIRMAN. That would make it a bureau.

Secretary DANIELS. I do not think we ought to do that.

Mr. BRITTEN. You do not? Then another thing, Mr. Secretary, some of the committee would like very much to see the Marine Corps increased very largely this year. Do you care to advise the committee or to say anything along that line?

Secretary DANIELS. I do not favor the proposition.

Mr. BRITTEN. You do not favor it?

Secretary DANIELS. The Marine Corps has now 30,000 or 31,000 men.

The CHAIRMAN. Thirty thousand.

Secretary DANIELS. Thirty thousand. I think enough increase ought to be made to keep the ranks full up to that number. There should be authorization to keep it up to 30,000. I do not advise increasing it beyond a sufficient number to fill up any losses.

Mr. BRITTEN. Irrespective of how much the Navy might increase?

Secretary DANIELS. Irrespective of that, at this time.

Mr. BRITTEN. You know we provided a couple of years ago that one-fifth——

The CHAIRMAN. No; we made it one-fifth, but we did not put any law in.

Secretary DANIELS. I do not think there is a better military organization in the world than the Marine Corps. It is not surpassed. But it is an organization that should not be an Army, or undertake to do the work assigned to the Army. If we make the Marine Corps tremendously big, larger than the Navy needs, it is another army over and above what is necessary for naval purposes. The Marine Corps is for landing; it is for holding; it is for guarding; it is for service afloat and on land; it is for the needs of the work with the Navy; and if you make it an army you are then making two armies. I feel that the personnel of the Marine Corps and its fine spirit can be largely attributed to the fact that it is a small, compact organization for specific and important duties in connection with naval operations. If you make it too big, it will lose the peculiar function for which the Marine Corps was organized, and which it performs so well.

Mr. BRITTEN. Supposing it is not made too big, but that it is just increased to such an extent as to give an opportunity to fight in France. A division for instance.

Mr. VINSON. Or supposing it is increased so as to release the soldiers from the patrolling that they have been doing at various ship and dock yards?

Secretary DANIELS. Of course that might be done.

Mr. HICKS. Also, is not one very important feature of the Marine Corps work the possibility of manning guns on a great many of these merchant liners, and thereby releasing many of the enlisted men of the Navy who are now performing that service?

Secretary DANIELS. We have not put marines at that work.

Mr. HICKS. But I say, is it not possible that it should be done?

Secretary DANIELS. It is possible.

Mr. BRITTEN. Marines now man many of the guns on ships of the Navy?

Secretary DANIELS. Yes. We have 30,000 marines now. About one-third of them are now in France. Of course we could furnish another brigade in France if that increase should be authorized.

The CHAIRMAN. Let me ask you about this, Mr. Secretary, and if you do not want it to go down, it need not. I will ask you if there is any policy that has been determined on by the Army or by Gen. Pershing—if you are at liberty to speak of that matter, and if not, all right—is there any policy one way or another with reference to the use of marines, additional, in France?

Secretary DANIELS. The problem of the Army is to get soldiers to France. Everything now is a question of ships. The Army has a million men in this country, probably, in round numbers, ready, or soon to be ready, to go abroad. The Army feels that those men who are already enrolled and enlisted in the Army and either drilled or

in training, should go first, and they therefore think there is no call upon us to add to the number at this time. That being true, I would not feel like saying to the Army, "We insist upon your taking marines."

Mr. BRITTEN. But they are not going to stop at 1,000,000; they are going to continue to enlist more men.

Secretary DANIELS. Yes; but I mean they feel that they have, for this year, all the men in the Army and ready to take in that they can transport.

Mr. BRITTEN. Yes; but as soon as they start to transport, they are going to enlist more men in the Army. Should we not take advantage of the very best fighting force we have? After all, the fighters are what we want on the other side, and should we not take advantage of the recruiting and training organizations which we have in the Marine Corps. Mr. Secretary, your own impression of the corps is the very best reason why we should put at least a division of marines on the other side, where they can do some fighting—and we all know they are qualified to fight with the Army; they use the same equipment and the same tactics. Their training is the same. If the country desires fighting men on the other side, the marines can not be left behind.

Secretary DANIELS. It is not the business of marines to go into the Army and fight, primarily. It is the business of the marines to serve with the Navy, and upon occasions to go with the Army. I have taken up this matter very fully with Admiral Benson, and he has taken it up, I think, with the Chief of Staff of the Army.

Mr. BUTLER. I would not ask you to commit yourself too closely upon the enlargement of the Marine Corps until it is well thrashed out between your department and the others.

The CHAIRMAN. The suggestion has been made that it would be well to provide for one or two additional assistant secretaries of the Navy. What do you recommend?

Secretary DANIELS. I gave that subject some consideration when the annual estimates were made up. In times of peace, the present organization is sufficient. There would be some advantages in providing another assistant secretary or two in the increased work imposed upon the Navy in its great expansion to relieve the Secretary and the Assistant Secretary of largely increased duties. But the necessity does not exist to provide permanent additional civilian places, desirable as their creation might be. Under the authority of Congress, power has been given for the expansion of the agencies to promptly transact the business of the department by the employment or enrollment of competent assistants during the period of the war. That authority has been exercised, and from time to time as the demands required men of special qualifications have been selected in the department proper and in such bureaus as the need was felt for additional assistants.

To be sure they have not the authority of an assistant secretary, but the work has been well done and in so satisfactory a manner as not to make the creation of any permanent additional offices seem to be required at this time. I will not hesitate to ask for assistant secretaries if the need is imperative. If we can continue to conduct the department with the agencies now engaged and such additional

temporary ones as can be provided under present authorization, I prefer not to ask Congress to create any additional position of assistant secretary. There is no limit upon the power of the Secretary of the Navy to detail any officer of the Navy, active or in the reserve, to any duty in Washington or at any shore station. The very great increased administrative labors has called for many more such details than would be required in ordinary times. Under the present laws, in the necessary absence of the Secretary and the Assistant Secretary the Chief of Naval Operations becomes the Acting Secretary; so that on that score no argument can be made for an additional assistant. There are some good reasons for creating these new positions, but after reflection I determined not to make the recommendation at this session of Congress. The administrative machine of the Navy Department is centralized and efficient, it has met the strain of war by natural and easy expanse of capable personnel, and while such service as additional assistant secretaries would relieve the Secretary and Assistant Secretary of much ardous labor, I feel that the present system insures personal and centralized directions that might not be benefited by such division of responsibility as the creation of new offices might bring about. The expense of war is so heavy and burdensome that unless satisfied that it were imperatively needed I could not feel justified in recommending the creation of a single new permanent addition to the Navy Establishment.

(At 1 o'clock p. m., the committee adjourned subject to the call of the chairman.)

[No. 13.]

COMMITTEE ON NAVAL AFFAIRS,
HOUSE OF REPRESENTATIVES,
Monday, February 4, 1918.

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. The committee will come to order, please. Gentlemen, we have with us this morning Mr. Roosevelt, the Assistant Secretary of the Navy, accompanied by some officers whom he has invited with him.

## STATEMENT OF HON. FRANKLIN D. ROOSEVELT, ASSISTANT SECRETARY OF THE NAVY, ACCOMPANIED BY REAR ADMIRAL SAMUEL McGOWAN, PAYMASTER GENERAL, AND PAY INSPECTOR DAVID POTTER, MEMBER OF THE COMPENSATION BOARD.

The CHAIRMAN. Mr. Secretary, I understand that you have been handling in your division very much, if not the larger share, of the cost plus profit work. That is a new line of work or endeavor, and I would like you to tell the committee about how it has worked, and the satisfaction or dissatisfaction, and the troubles you have had, or the successes you have had with it, so that we may see how it has worked out practically.

Mr. ROOSEVELT. Mr. Chairman, as a general statement, as you know from previous hearings, we were forced into the cost plus percentage method of building ships, and also the cost plus percentage of carrying on public works. The necessity for this became apparent about a year ago, and it was actively undertaken along that line in March and April of last year. It is an uneconomical method, of course, in time of peace. It is only justified by the existence of war and conditions which are very different from peace conditions. As a general thing, I would say that it has worked fairly well. The first contracts for destroyers were let on a cost-plus system which, in my judgment, was not satisfactory, and the last lot of destroyers, 150, appropriated for in October, were let on a modified system, a better system.

Mr. OLIVER. Will you tell us the difference between the first contract and the second, Mr. Roosevelt?

Mr. ROOSEVELT. The first method was to allow the percentage to run on practically the entire volume of work. That percentage could run up to any figure, and there was no method by which it would be made worth while for the contractor to save money. The second method provided for a lump sum of profit, a sum which can not be exceeded, and gave the contractor a reason for saving, in that if there was any amount saved under the estimated cost, the contractor would get half the saving and the Government half the saving.

The CHAIRMAN. It was reported early in the beginning of this line of work that contractors were paying excessive prices for materials, and excessive prices for labor, in order to increase their percentages. Is there any basis for that rumor?

Mr. ROOSEVELT. I think during the spring of last year that was undoubtedly true in a number of cases. That, however, through the establishment of the Compensation Board, has been largely eliminated, and both in labor costs and in material costs we have a very careful inspection system.

Mr. HICKS. You say largely eliminated. You do believe there are still quite a large number of contracts where there is bidding up still going on?

Mr. ROOSEVELT. Yes; I am not yet satisfied with it. I think there is room for improvement. The chief difficulty has been that on labor there has been no definite, fixed policy, which you might call a national policy. The result has been that in almost every locality various Government agencies have been bidding against each other for labor, and in order to get the labor we have paid higher prices than, let us say, the War Department, doing work in that locality, and they have come back and raised our prices, and we have had to raise in turn, and I am afraid that that situation is not very much better even now.

Mr. PETERS. Mr. Roosevelt, the yards would not be inclined to bid up and raise wages of labor, to make a profit higher, on account of their future business, would they?

Mr. ROOSEVELT. You mean the private shipbuilding yards?

Mr. PETERS. Yes.

Mr. ROOSEVELT. That was the tendency in the beginning, but the importance of getting the work out has led them to overlook the future. The chief places where the labor end of these contracts was not properly handled were in the small repair yards to which we gave the work of fitting out and converting the various patrol boats and yachts all through the spring and summer, and the phase of the matter that was the most serious was that in a number of these places they allowed the workmen to work almost any number of hours overtime.

Mr. PETERS. Now a high class yard like the Bath Iron Works, for illustration, of course, would not pay wages to labor on purpose to increase their profits, under your plan?

Mr. ROOSEVELT. No. As a matter of fact, the Bath Iron Works have gone up more slowly than any other yard and on a more reasonable basis. They have finally adopted what amounts to the Portsmouth Navy Yard scale, and the present policy of the Department is to allow only the scale equivalent to that in the nearest navy yard.

Mr. PETERS. Of course, your old contracts continue right along until the vessel is finished?

Mr. ROOSEVELT. No; nearly all of the old contracts have been altered to the cost plus basis.

Mr. PETERS. You have changed the old contracts?

Mr. ROOSEVELT. Yes.

Mr. PETERS. You are changing all of the old contracts?

Mr. ROOSEVELT. All the old contracts. The only contracts that were not changed were for ships that were to go into commission within a very few months. For instance, I think the last two destroyers at Bath were carried through on the original straight price basis.

Mr. HICKS. There is no locality, then, in the country, where this bidding up was especially noticeable, is there, or was it the case wherever you had work done?

Mr. ROOSEVELT. I think it was done especially around New York, in the small repair yards, and of late on the Delaware also.

The CHAIRMAN. You spoke of changing the contracts from straight price contracts to cost plus in many cases. You also spoke in the beginning of unsatisfactory cost-plus contracts having been made. Were any of those original cost-plus contracts that were unsatisfactory changed to the later and more satisfactory basis?

Mr. ROOSEVELT. No; they have been left on the original basis.

Mr. PETERS. I understand you to say you had changed the old contracts.

Mr. ROOSEVELT. No; the old straight price contracts were changed to the cost-plus, but the original cost-plus contracts that were of an unsatisfactory nature——

Mr. PETERS. They have not been changed?

Mr. ROOSEVELT. Having the contract, we have had to leave them on that unsatisfactory basis.

Mr. PETERS. Of course, you had to have the consent of both parties, but I presumed you had obtained it, from what you said.

The CHAIRMAN. I wanted to make it clear.

Mr. OLIVER. How many of those have you outstanding?

Mr. ROOSEVELT. Of which kind?

Mr. OLIVER. The old kind.

Mr. ROOSEVELT. The first cost plus?

Mr. OLIVER. Yes.

Mr. ROOSEVELT. One hundred and seventy-seven vessels being built on the original cost-plus basis, and 258 on the new method.

Mr. PETERS. That is not all destroyers, but includes other vessels besides destroyers?

Mr. ROOSEVELT. No; not all destroyers.

Mr. HICKS. How much would that aggregate in money?

Pay Inspector POTTER. The whole, or for the two?

Mr. HICKS. For the whole?

Pay Inspector POTTER. $758,000,000, about.

Mr. OLIVER. In this number are any of the capital ships included on which work is not yet started?

The CHAIRMAN. The cruisers are all on the cost plus basis?

Pay Inspector POTTER. Some material has been purchased for the cruisers.

The CHAIRMAN. The cruisers are all on the cost plus basis, are they not?

Mr. OLIVER. I was anxious to know whether they were under the old form of contract or under the new form?

Pay Inspector POTTER. They have been taken over on the cost plus, the first type of cost plus.

Mr. ROOSEVELT. The battle cruisers are on the first type of cost plus, and no work has been done on them practically.

The CHAIRMAN. Is there any opportunity, by mutual agreement, to modify those original cost plus contracts, and bring them to the basis of the later ones?

Mr. ROOSEVELT. I think not, on the vessels that have been started. On the vessels which have not been started, the battle cruisers, I

think that is a matter which should be taken up, which I think has not yet been taken up.

Pay Inspector POTTER. The exact estimated amount to be paid on the vessels being constructed on the cost plus basis is $769,320,000.

Mr. BRITTEN. I think you might tell us just what character of ships those various numbers are divided into; the amount is so very high.

Mr. ROOSEVELT. Four battleships, 4 battle cruisers, 7 scout cruisers, 252 destroyers, 36 submarines, 32 mine sweepers, and 100 patrol boats. Those are the so-called Ford boats. That makes a total of 435.

The CHAIRMAN. What about the others? They said there were 700?

Mr. ROOSEVELT. That meant the cost $700,000.

Pay Inspector POTTER. That is the estimated cost, that includes both the labor and materials.

Mr. BRITTEN. Is anybody manufacturing those 200 battle chasers?

Mr. ROOSEVELT. Not at the present time.

Mr. BRITTEN. It is contemplated that these Ford boats will all be manufactured and knocked down, and the material sent to the coast to be fabricated?

Mr. ROOSEVELT. No; they are to be fabricated in Detroit, actually fabricated and put overboard in Detroit.

Mr. HICKS. I thought they were going to assemble them on the seacoast somewhere, but now do I understand that they go through the canals to the sea?

Mr. ROOSEVELT. Yes.

Mr. OLIVER. That was contemplated at one time, but I think that was afterwards changed.

The CHAIRMAN. Now, Mr. Secretary, you were speaking about contracts for the boats. What about material?

Mr. ROOSEVELT. The material situation is, I think, in pretty good shape at the present time. The method used is this: The company building the vessel wishes, for instance, to order various material to go into the boats. They send out for bids to their regular lists of bidders, as they would in time of peace, and try to get the lowest price possible; in other words, they obtain competition, and after they have obtained these bids, they submit them and submit the list of bids, with a sworn statement that they have obtained competition, to the local cost-inspection board of naval officers, attached to the plant. The local cost-inspection board either approves or disapproves, and submits the list of bids to the compensation board in Washington, and the price is then passed upon. In other words, we have a double check on the cost of material.

Mr. BRITTEN. Is that procedure followed where they do not disagree at the plant?

Mr. ROOSEVELT. Every requisition over $10,000 comes through the central board.

Mr. BRITTEN. Under $10,000 the central board has nothing to do with it?

Mr. ROOSEVELT. Under $10,000 the local board has the authority to give the approval.

The CHAIRMAN. If the local board modifies the bid under $10,000, as I understand you, then it comes to the central board here?

Mr. ROOSEVELT. Then it comes to the central board here.

The CHAIRMAN. For review?

Mr. ROOSEVELT. Yes.

The CHAIRMAN. Now, what about labor; in fixing the price of labor, what have you found to be the general situation, and the trend?

Mr. ROOSEVELT. The general policy of the Department is that we will only approve rates for labor in the contracting companies that are equivalent to the rates paid at the nearest navy yard. As a matter of fact, the labor situation in building naval ships, and the same way in building the Shipping Board ships, is far the most serious thing we have to face. There is not enough labor at the present time, although a number of people in Washington and elsewhere have insisted that there is plenty of labor. In my judgment, there must be a definite, national policy in regard to the procurement of labor, and in regard to the rates to be paid, so that competition between various Government agencies will cease, so that more men can be trained, and so that the men will remain in the places where they are working. Some of the shipbuilding companies have had an overturn of labor, sometimes running up to 10 times or 15 times the number of men employed in the plant; that is to say, if they employ a thousand men in the plant, in the course of the year they will actually hire 10,000, and sometimes 15,000 different individuals, to work in that plant.

Mr. HICKS. What is that due to Mr. Secretary, the inability to get proper quarters, or what is the cause of it?

Mr. ROOSEVELT. It is due partly to that; it is due chiefly to the fact that there is no settled policy, and a man can go to one plant to-day, and stay there for a week, and at the end of a week he can go to some other plant that he thinks he likes better a few miles away, that is perhaps paying a few more cents a day, and he will just jump his job and move over to the other plant.

Mr. HICKS. Have you any remedy to suggest to rectify that trouble?

Mr. HENSLEY. He just stated it.

Mr. ROOSEVELT. There should be a national policy.

Mr. HICKS. Will you specify what national policy?

Mr. ROOSEVELT. In establishing a national policy of that kind, there are two means of doing it. One is to treat labor in this war as civilians between 21 and 31 have been treated; in other words, to make them liable to national service. That is a distinctly military policy. The other way is to treat them as they are at the present time, as civilians only, and in treating them as civilians to regulate certain matters which have not been regulated and regulate them by the Federal Government. In the first place, there should be a general wage scale, from which there will be no departure, so that a man will get the same wage in one plant that he would get in another; secondly, to provide some penalty for going from one position to another; thirdly, to provide better conditions, better living conditions, housing conditions, and various means of settling the housing problem; and, fourthly, putting under one central body the question of procuring additional labor or educating enough men that will necessarily be needed during the coming year.

The CHAIRMAN. It was represented to the committee a year ago, and perhaps before that, in hearings, that at that time there were springing up all over the country multitudes of competing shipbuilding yards, and other manufacturing industries, and that in order to

get a nucleus of trained men around which to organize a working force, that they were paying fabulous prices, and that they were bidding one against the other. Has that in any way stabilized or adjusted itself, or is it still continuing?

Mr. ROOSEVELT. I think, as a general statement, it is still continuing. The Pacific coast situation, of course, has been the most prominent during the past year. The shipbuilding concerns in Puget Sound working for the Shipping Board began to cut each other's throats, each firm going up a little over the other. The supply, of course, of men, in the shipbuilding trades on the Pacific coast was distinctly below the necessary number, and the whole matter culminated when one firm by the name of Skinner & Eddy out there, without warning, put into effect a new rate which averaged a dollar a day more approximately for every man employed. The result was, of course, that that particular company got not only all the labor they needed, but drew away all the best labor from all the other companies. The men in the other companies all promptly went on strike.

Mr. HENSLEY. That was a private concern?

Mr. ROOSEVELT. That was a private concern, and the Shipping Board sent out an adjustment commission, on which the Navy was represented, because of the fact that we have two navy yards on the Pacific coast, and they, after many hearings, handed down a decision which gave a distinct increase for the whole Pacific coast, an increase, however, which was not quite up to the rate paid by this Skinner & Eddy Co. That has settled conditions temporarily, at least, on the Pacific coast, and there is this agreement between the men out there, the companies, and the Shipping Board to abide by this agreement. Whether that will be carried out or not I do not know. My own guess is that it will not.

The CHAIRMAN. From what angle will it not be carried out?

Mr. ROOSEVELT. I should not be at all surprised to see them on the Pacific coast in certain localities, say, "Well, the cost of living has gone up a certain percentage, and there is still a scarcity of labor, and it will pay us to strike," and they will strike in spite of the agreement.

Mr. HENSLEY. I want to inquire of the Secretary, whether or not, if the Government agencies all over the country establish a uniform scale of wages and conditions under which the men work, if that would not in a large measure settle the whole question?

Mr. ROOSEVELT. I believe it would.

Mr. HENSLEY. Of course, it would not control these private concerns, but it looks to me as if there might be some way in which the Government might take hold of those institutions and influence them in doing the right thing at this time.

Mr. ROOSEVELT. Personally, I believe the Government scale is the only solution. Of course, in the past, before this war began, the scales of wages that were paid differed very largely in different localities. For instance, in the South the scale of wages was distinctly below that in the North: the Pacific coast was distinctly above that in the North; the Middle West was slightly below the East. At the present time, however, taking it by and large, the cost of living all over the United States is approximately the same. The cost of living, for instance, on the west coast used to be higher than it was in the South

and in the East. At the present time the cost of living is just as high in the East and in the South as it is on the Pacific coast. The Pacific coast has gone up, but it has not gone up as fast as the other parts of the country, so that from the point of view of how much a dollar can buy we are in a position at the present time of being able to say that a general, national scale would probably be a fair scale, and the labor of no section of the country could come down here and say, "It costs us more here to live than it does anywhere else."

Mr. HENSLEY. Up to this time has there not been some spirited bidding between the agencies of the Government?

Mr. ROOSEVELT. Very much so.

Mr. HICKS. Now, Mr. Secretary, right along this line, I have understood that there was a plan, or at least there was some thought of establishing an industrial reserve, somewhat similar to the Naval Reserve. Will you tell us anything about that, and what your information is in regard to it?

Mr. ROOSEVELT. Well, there have been various projects for industrial reserves. I do not think any of them have been taken seriously. The only industrial reserve that came near going through was the Navy plan of last January.

Mr. HICKS. That is the one I refer to.

Mr. ROOSEVELT. During January of last year we sent out notices to all plants doing any kind of work for the Navy, authorizing those plants to enroll their supervisory forces and their workmen in a naval reserve—an industrial section of the Naval Reserve—with the idea that in time of war, which was then somewhat imminent, these men would feel that they were just as much a part of the service as if they wore a uniform; but that plan was stopped in February, and I think only three or four thousand men were enrolled, perhaps not as many as that.

Mr. HICKS. Did not Mr. Gompers oppose that?

Mr. ROOSEVELT. Yes.

The CHAIRMAN. Now, I was going to ask you a question. You were speaking about the Government fixing a uniform wage or authorizing and creating an organization or a board to establish for all sections of the country a uniform scale. Would that be accepted?

Mr. ROOSEVELT. In my judgment, it would. It would be much more readily accepted to-day than if we drift along in the present way, and attempt to put it into effect later.

The CHAIRMAN. You believe that there is a reasonable prospect that such a uniform scale, applicable to all of the Government activities, would be accepted by the body of labor?

Mr. ROOSEVELT. I think so, without any question. I think it would have a stabilizing effect. I think everybody would be a great deal happier. There might be protests, of course, from certain sections that believe that this is an opportunity to make some kind of profit out of the war.

The CHAIRMAN. Now, have you any suggestion to offer as to how the wages of this scale should be fixed?

Mr. ROOSEVELT. Well, there have been in the past six months so many committees appointed—I have been appointed on about six or seven myself—committees representing the different departments of the Government, the Shipping Board, the War Department, the Aircraft Board, the Department of Labor, and so forth and so on, that it

is somewhat difficult to outline anything definite. These committees are still being appointed from time to time, and are still sitting.

The CHAIRMAN. And that is about all, is it not, sitting?

Mr. ROOSEVELT. That is very nearly all. There is a plan by which the Department of Labor will handle it through a very ambitious organization. They have no organization at the present time to handle it in its large sense, and the idea is that—I am now referring to a report that has been made by a committee appointed by the Secretary of Labor, which advocates the creation in the Department of Labor of seven or eight bureaus to handle the various phases of labor, housing, labor adjustment, and so forth and so on, and if this is carried through by the Department of Labor, it will mean an expenditure of a large amount of money, and the creation of a very large machinery; and frankly, I have seen no signs of getting a simple and direct solution of the labor problem. The only thing that the Department of Labor has begun to accomplish is the creation of a United States Employment Agency, I think it is called, within their department, and they are asking all the other departments of the Government, when they need additional men, to go to that employment agency. There are departments of the Government, such as the Shipping Board, that believe they can get their own men more readily through their own means. I think the Shipping Board is not very anxious to turn over all that part of their work to the Department of Labor.

Mr. OLIVER. Do you not think it very important that some definite understanding in reference to wage adjustments should be first had before any large expenditures are made in the way of providing housing facilities at the different plants?

Mr. ROOSEVELT. I think the two matters go hand in hand. The conditions in regard to housing in certain sections are very serious. For instance, down at Hampton Roads, the Government is spending approximately $160,000,000, and will speird that this year. Those are projects that have been authorized. Most of that is the Army, but a part of it is the Navy. They are approximately 52,000 men short at the present time. There are no places for the men to live, and people are sleeping three deep on the floor all over Norfolk. Nothing has been done to remedy that situation, and yet they need 52,000 men to-morrow. They can not get the men until they get the houses; it is perfectly obvious; and, as I understand it, the $50,000,000, which is to be given to the Shipping Board to build housing for them, will be reported out of the House this week. That will only begin to relieve the situation.

Mr. BRITTEN. That is for a particular point, though? Very little of that is going down to Hampton Roads?

Mr. ROOSEVELT. Some of it is going down there, but not nearly enough to cover the situation.

Mr. HICKS. Does not some of this shortage of housing facilities apply to the Army and not to the Shipping Board?

Mr. ROOSEVELT. Yes. Of course, if the Shipping Board, for instance, down at Hampton Roads, will spend ten millions of that $50,000,000, it will also slightly relieve the Army problem and the Navy problem.

The CHAIRMAN. You were speaking of the organization of the seven or eight bureaus in the Department of Labor about which there has

been very much published in the papers. It seemed to me that an organization so extensive and so large as that would itself consume a very large proportion of the labor available in the country, and would have a machinery so ponderous and cumbersome that it would not reach the acuteness of the situation at this time, and I had in mind in my question that you had some concrete proposal, that the President might be authorized to establish not a multitude of bureaus, but a concrete organized force, as small as possible, because I believe the smaller the force, the more efficient might be the organization and the work, to arrive at an adjustment of these labor conditions all over the country, and establish a scale of wages that would be accepted.

Mr. ROOSEVELT. I think something along that line is much more practicable.

The CHAIRMAN. Could not a dozen men, or a small number of men, representing the Government, representing private industry, and representing labor, reach an agreement that would be satisfactory?

Mr. ROOSEVELT. I should think that by executive action five men could give to the President a solution of the most simple kind, one man representing the Army, one the Navy, one the Shipping Board, one the Aircraft Board, and another the Department of Labor. You would have then nine-tenths of all the Government work represented. The two chief considerations, and practically the only two that would have to be worked out, would be the national wage scale and the question of housing.

Mr. OLIVER. How does the efficiency of labor now compare with 12 months ago? You may have seen a report in the paper to the effect that one of the officers of the Fore River Shipbuilding Co. stated to the Committee on Commerce of the Senate that his observation showed about 60 per cent efficiency now, as compared with former years.

Mr. ROOSEVELT. I would not care to state it in percentages, but speaking broadly, I might put it this way: I do not think we are getting more actual shipbuilding done by the man who is working 10 hours a day at the present time than we got from that same man last year when he was working 8 hours a day.

The CHAIRMAN. And he gets pay and a half for two hours' extra time?

Mr. ROOSEVELT. He gets paid for 11 hours' work.

The CHAIRMAN. Now, this was called to my attention a year ago, that the demand for labor was so great, and the prices paid for labor were so high, that there were a substantial number of laborers who were working only three or four days a week, and refusing to work the other two, or the other three, and that the situation presented was this, either to submit to that, to get three days or four days a week, or if you objected, the man quit, and you would lose the three or four days work that you were getting, without getting anything to take its place.

Mr. ROOSEVELT. That is exactly what happened around New York all last spring and summer, when we were converting the yachts and German ships. Time and time again in these small repair yards a man would start to work on Monday morning, and would work 20 hours, which meant 8 hours straight and 12 hours overtime, which meant pay for 32 hours, because at that time they were

paying double time for over time in the repair yards. He would then go home and sleep, let us say, for eight or ten hours, and go back to work for 20 hours more. The result was that in about four days he could make $70 or $80, and then go home and do no work for three days more. Of course, working 20 hours, it is probable that he did not put in more than 10 hours out of the 20 hours, at the very outside, of actual work.

The CHAIRMAN. You mean that half of his time was what is called "soldiering"?

Mr. ROOSEVELT. Yes; undoubtedly.

The CHAIRMAN. Then, that does not represent, on the basis of 10 hours but 50 per cent efficiency?

Mr. ROOSEVELT. That is all.

The CHAIRMAN. And then, when you take in double time for overtime it means 25 per cent efficiency, does it not?

Mr. ROOSEVELT. Just about.

The CHAIRMAN. Now, how is that at the present time?

Mr. ROOSEVELT. That has been eliminated by an order preventing any work more than 10 hours in a day, except by special permission of the department, and those cases where special permission is given are extremely rare. At the present time on Navy work 10 hours is the limit; that is eight hours straight and two hours overtime.

The CHAIRMAN. And he get one extra hour for that?

Mr. ROOSEVELT. One extra hour for that in pay—11 hours' pay.

Mr. HENSLEY. What increase in pay over a year or two years ago, Mr. Secretary, per hour?

Mr. ROOSEVELT. I can not give it to you per hour, but I will give it to you on this basis: Suppose two years ago a man in a skilled metal trade was getting $4 a day. That is all he got, because he worked only eight hours. At the present time that same man is getting $4.80 a day straight time, works two hours overtime, and for this additional two hours' work he is paid three hours, or $1.80 more, making a total of $6.60.

Mr. HENSLEY. And he does not turn out any more product, I understand you to say, in your judgment, than when he is working eight hours?

Mr. ROOSEVELT. That is right.

Mr. HENSLEY. Then it is really not more than 50 per cent efficiency?

Mr. ROOSEVELT. In other words, we are paying to-day $6.60 where two years ago we were paying $4.

Mr. HICKS. In the navy yards, Mr. Secretary, you have men on three shifts, have you not?

Mr. ROOSEVELT. Only in the Washington navy yard. We can not get the labor.

Mr. HICKS. But you would, if you could get the labor?

Mr. ROOSEVELT. We would, if we could get the labor.

The CHAIRMAN. Are you working only two shifts in all those yards?

Mr. ROOSEVELT. We are working one shift on probably nine-tenths of all the work. A few yards have managed to get up to two shifts in certain trades.

Mr. OLIVER. I recall that the shipbuilders were very much in favor 12 months ago of extending the time in which a man could work, and felt that that would be a solution of the labor condition. So the result has not been very satisfactory?

Mr. ROOSEVELT. It has not been at all satisfactory.

The CHAIRMAN. Now, Mr. Secretary, another question that has been put up to me, and I have introduced a bill on it that the committee has not yet considered, was to allow the employees to receive the benefit of their 30 days' annual leave, but to work during that time and be paid for it, the practical effect of which would be to work 12 months in a year and receive pay for 13 months.

Mr. ROOSEVELT. I have felt all along that in this emergency——

The CHAIRMAN. Now that has been recommended. I introduced the bill, and immediately some of the prominent representatives of the labor organizations began to protest. Can you give us any information as to the necessity of that and the practicability of it, and what will work out of it?

Mr. ROOSEVELT. I have discussed that proposition with representative men at a great many of the navy yards, and they are actually in favor of it, without any question.

The CHAIRMAN. I received a letter stating that, and yet it was represented to me by one of their prominent representatives, who holds an official capacity, that it was not correct.

Mr. ROOSEVELT. In my judgment, they would be very glad to have that bill go through. As a whole, they are entirely patriotic. They want to work 12 months, and yet at the present time if they work 12 months, that is to say the men whose health can stand it, they lose their leave.

The CHAIRMAN. Now, then, I wanted to ask you about another phase of it. The great argument that has been presented for the 30 days' leave was that in the total efficiency, distributed over a period of one year or two years, or running for a period of more than a year, that this rest was necessary to maintain the standard of efficiency. Now, then, if they should in this emergency be permitted to work 12 months and receive pay for their 30 days, so as not to deprive them of that benefit, what would be the effect upon the efficiency of the man?

Mr. ROOSEVELT. Taking it as a general principle, in time of peace, they should undoubtedly have 30 days' leave. In time of war, however, if the war does not last very long, their efficiency will stand working 12 months, as a general proposition, for one year, and possibly for two years. If the war were to last for a long time, I think they should all be forced to take 30 days' holiday, whether they wanted to or not.

The CHAIRMAN. So you think, then, for the present year and the coming year, that the urgency of the work would justify any results of legislation?

Mr. ROOSEVELT. I should say so, as applying to the balance of this fiscal year and the coming fiscal year, but probably not beyond that.

The CHAIRMAN. I wanted to get your views with reference to that.

Mr. ROOSEVELT. May I say there, on that same question, Mr. Chairman, that it ought to be made optional with the men?

The CHAIRMAN. Absolutely optional with the men; it is only permissive.

Mr. ROOSEVELT. And there are certain trades where it really should be left to the commandant to determine whether a man should take a holiday or not.

The CHAIRMAN. That is the law now; they do not have to.

Mr. ROOSEVELT. Yes.

The CHAIRMAN. The Secretary of the department determines those questions, but the practical situation is that there is no alternative than to let them have the 30 days, under the force of established custom, but the legislation that I am speaking of is purely permissive, optional with the men themselves, to work if they so desire. Have you discussed the matter, you think, by and large, enough with the laboring people in the different sections and localities to feel that you could express what would be acceptable to them?

Mr. ROOSEVELT. Yes; and I feel reasonably certain that the great majority of them would like to see an optional bill of that kind go through.

Mr. BRITTEN. There certainly can be no objection to the bill.

Mr. FARR. I think some of them expressed the fear, Mr. Chairman, that this might be a move to deprive them ultimately of 30 days' leave of absence, and I told them they did not have any ground for that at all.

The CHAIRMAN. Is there any other question?

Mr. HICKS. I would like to ask a general question, Mr. Chairman, if I may, in regard to the Secretary's opinion on the advantages or otherwise of naval reserve crews on board our merchant ships. Whether he wants to commit himself or not is of course for him to determine.

Mr. ROOSEVELT. I would be only too glad to commit myself.

Mr. HICKS. As far as I am concerned, I will be glad to hear you, Mr. Secretary. I think I know your views on this very vital subject.

Mr. ROOSEVELT. Well, of course, we are all familiar with the discussion that has been going on between the Shipping Board and the Navy Department in regard to the manning of merchant ships which are to be turned out. There is no question in the mind of everybody connected with the Navy Department that a vessel manned by a naval crew crossing the war zone is less liable to be sunk by a submarine than a vessel manned by a merchant crew. The experience of the past 10 months has shown that our naval ships have suffered less in crossing the danger zone than the ships manned by merchant crews.

The CHAIRMAN. You have a better organization and better discipline?

Mr. ROOSEVELT. A better organization and better discipline.

Mr. HICKS. And you get more speed out of the ships?

Mr. ROOSEVELT. We get more speed out of the ships. We know, in other words, exactly what the ship is going to do at all times. There have been, of course, a great many cases of merchant ships in convoys which have, for various reasons, directly connected with the merchant crew, either fallen out of the convoy by failure to keep up sufficient steam, or have disobeyed the directions of the commanding officer, or have done the wrong thing at the psychological moment.

The CHAIRMAN. Have you had specific cases of disobedience to orders?

Mr. ROOSEVELT. Oh, absolutely; we have had many cases of disobedience to orders.

Mr. OLIVER. They were set out in the hearing by Admiral Palmer before our subcommittee.

Mr. ROOSEVELT. Some of those cases, of course, were willful; others were due to lack of knowledge.

The CHAIRMAN. Inefficiency?

Mr. ROOSEVELT. Inefficiency; that is to say not inefficiency on the part of the merchant officer or merchant captain in time of peace, but inefficiency from the military point of view, in carrying out a military duty.

Mr. HICKS. Mr. Secretary, I have heard from some ship owners and operators that one objection to the manning of merchant ships by naval crews was the fact that ships so manned did not turn quickly in the ports; that they entered the harbors where they docked, with the naval crews, as they did with the merchant crews; that the naval men did not seem to know enough about the customs of the ports, for instance. What have you to say to that criticism?

Mr. ROOSEVELT. I have never heard that criticism made. I do not believe for a minute there are any facts from which it can be justified. Of course, the delays in ports, especially on the other side, have been abnormal. For merchant ships that left Hampton Roads in September last, the average length of time for the round trip was just 100 days.

Mr. OLIVER. What was that due to?

Mr. ROOSEVELT. That was due largely to port conditions in France.

Mr. BRITTEN. What is the running time?

Mr. ROOSEVELT. The running time would be approximately—well, 14 to 20 days each way; let us say from 30 days to 40 days actually at sea, on the voyages. That gives a total period in port of about from 60 to 70 days.

The CHAIRMAN. Now, was that long time on account of the conditions over there, or was it on account of the inefficiency of the merchant ships?

Mr. ROOSEVELT. It was due to many causes on the other side.

It is of the utmost importance, if the Navy is at any time to be called on to man Shipping Board ships, or ships that now have merchant crews, that sufficient advance notice be given in order that we may train the men. We have the training facilities at the present time; that is, the greater part of them that would be necessary. We are able to train simultaneously somewhere around 75,000 men, and this figure would only have to be slightly increased if we were asked to man the merchant ships.

Mr. HICKS. Mr. Secretary, may I ask you just how far you would go in manning the merchant ships with naval crews? Of course, the Government-owned ships would have naval crews on them, but how about the other ships not Government owned? Would you want all ships going into the war zone manned by naval crews?

Mr. ROOSEVELT. All ships going through the war zone.

Mr. HICKS. Would you stipulate that all ships with gun crews should also have naval crews on them?

Mr. ROOSEVELT. All ships crossing the war zone, if it came to a point where military efficiency was necessary on the ships. Now, in my judgment, it would be advisable, if possible, to work out some plan by which the present merchant sailors of this country, about 30,000 in number, should be left enough ships, so that they will be given occupation. Many of them, however, would come in the Naval Reserve, if they were given the chance.

The ones that are left, however, should be given an opportunity to serve with merchant crews in the nonwar zones, such as the Pacific coast.

Mr. HICKS. And in the lake trade, I suppose?

Mr. ROOSEVELT. Yes.

Mr. HICKS. And the coast trade?

Mr. ROOSEVELT. Yes.

The CHAIRMAN. There is a contract with the seamen's union, with reference to wages, etc., that would have to be considered?

Mr. ROOSEVELT. Yes. That contract that the seamen's union made last August lasts for a year and relates to wages. There is nothing either direct or implied in the contract by which the Shipping Board is bound to man all subsequent ships with merchant crews.

The CHAIRMAN. I understand, as a matter of fact, they are not manning them; that they are turning over what they call bare ships to the Navy Department now.

Mr. ROOSEVELT. Yes.

The CHAIRMAN. In large numbers?

Mr. ROOSEVELT. The present arrangement is that the Shipping Board turns over certain ships on a bare ship basis to the Army, and the Army, in turn, turns them over to the Navy Department to man. Those ships, at the present time, that we have been notified about, will amount to somewhere around 100 ships.

Mr. HICKS. Is it not reasonable to suppose that all the ships that are launched by the Shipping Board will be turned over to the Army?

Mr. ROOSEVELT. That I do not know. I should suppose so.

Mr. HICKS. And therefore you will be called upon to man them?

Mr. ROOSEVELT. As a matter of fact, as the Secretary has probably told you, we are enlarging our training facilities. We are increasing the facilities at Pelham Bay Park, N. Y., to about 10,000 men. The Hampton Roads base is rapidly getting to the place where it will take its full number, and we believe with those facilities we will be able to handle the ships as they come to us.

Mr. HICKS. Of course, this is out of your province, but do you know how many men the Shipping Board has in their training stations—not officers, but men?

Mr. ROOSEVELT. Men?

Mr. HICKS. Not officers, but the seamen; in the recruiting bureau they speak about.

Mr. ROOSEVELT. I know that their actual figures are very different from their estimates.

Mr. BRITTEN. What are their actual figures and what are their estimates?

Mr. ROOSEVELT. The actual figures I do not know, but I think there are under 1,000 men in actual training.

Mr. HICKS. And they will probably need 60,000 men this year?

Mr. ROOSEVELT. Yes.

Mr. BRITTEN. How many?

Mr. ROOSEVELT. About 60,000 this year.

Mr. BRITTEN. The Navy has 95,000 men in training right now, has it not?

Mr. ROOSEVELT. Yes. The difficulty of the situation is that a definite policy has not been settled. We have got to simply guess that as these ships come along they will be turned over, but we do not know. We can not start at the present time and say definitely, "We have got to turn out so many trained men by such and such a date," or, "We are going to have so many ships to man."

Mr. BRITTEN. You stated a while ago that you had no definite policy on the naval question. You say now that there is no definite policy on the shipping question. Will you tell us some place where a definite policy exists? [After a pause.] I am serious about that. Tell us something about definite policies, and where there are any.

Mr. ROOSEVELT. I have been testifying this morning about cost plus percentage contracts. There is a perfectly definite policy in regard to that and it is being carried out.

Mr. LITTLEPAGE. Mr. Secretary, I have been down to your department to see about official business late and early, and the employees of the department go out at their usual time—most of them—but I have found you always hard at work, to the extent that I have been sorry for you, and it is apparent that you are in need of some additional assistance in your office; that the work is multiplying and growing all the time, and while you are doing your level best and doing it in an admirable way, you are needing some two or three assistants to help you. You have been modest and have not said anything about it. I want to inquire about that.

Mr. ROOSEVELT. Well, Mr. Chairman, I think I have spoken of this to you personally and to various members of the committee in the past. The organization of the Navy Department is very highly centralized; that is to say that practically everything that relates to the business of the department goes up either to the Secretary or to the Assistant Secretary, and in time of peace that method was probably adequate.

The War Department found, at the outbreak of war, that they needed a great deal more, that they needed an addition to the number of assistants to the Secretary, and Mr. Baker appointed a number of gentlemen, not assistant secretaries, but as unofficial assistants to him. The objection to that is that they have no authority in law to commit the department. The Assistant Secretary has authority, and I understand the War Department is asking for the creation of two more positions of assistant secretary.

In the Navy Department at the present time, if I go away—and that is why I hesitate to go off on necessary inspection work—if I leave, it means that all of my work falls on the shoulders of the Secretary. If he leaves, all of his work falls on my shoulders. In my judgment the department would run a great deal better if there could be created two additional assistant secretaries. It is wrong to stay in Washington all the time without going to the different navy yards and without going down to the fleet, because it is essential to know and actually see the work that is being done. The business part of the department, of course, has been largely in my office. We are putting up vast plants; we are lending money on an enormous scale to private companies. The other day we loaned $4,000,000 to the Curtis Aeroplane Co. of Buffalo. Well, I have no mental picture of what that $4,000,000 is going to represent up there.

I have never been to the Curtis plant at Buffalo. There ought to be one assistant secretary who would have charge of that kind of work, the purely business end of the department, who would be able to go around to the different plants and see what the plant looks like, who would be able to talk to the individual, the officer in that plant—that is to say, our Navy inspectors—and find out from them at first hand whether things were running right. I feel quite sure that the

Paymaster General of the Navy and the whole Bureau of Supplies and Accounts would be only too glad to have one assistant secretary who would be able to devote his entire time to business matters of the department.

Admiral McGowan. Yes.

Mr. Roosevelt. As it is now, take my normal day, there are probably five or six officers from the Bureau of Supplies and Accounts alone, and possibly two officers from the Bureau of Yards and Docks, who pay me personal visits to take up matters of policy. Sometimes it is a matter of large extent, and it will take an hour's conversation to settle that one thing. One assistant secretary ought to have that particular end of the work. Of course, as it is now, I have not only that, but I have to be in touch with all of Operations. I am not compalining, personally, about it, one bit, but it is a bad system. I have to be ready at any time—if the Secretary comes up here to testify before this committee during the entire day, I have to be in touch with the movements of all ships, I have to be in touch with the orders to all officers, Operations matters, personnel matters, in addition to all the matériel matters which the Secretary himself is handling.

Of course, in addition to that, there is the legal side of matters, which does not get sufficient attention. Frankly, I have not had time since this war began to read over more than two or three contracts—the actual contract itself. One reason, frankly, for the cost plus percentage contracts that were made last spring on the unsatisfactory basis was that neither the Secretary nor I had a chance to sit down quietly and think out a better method of entering into the cost plus percentage contract. We tried something that was put up to us hurriedly; nobody had the time to go into details, and the result was that we learned only by experience of the necessity of getting a better type.

I think probably, also, there should be an Assistant Secretary who would have as his principal duty the handling of personnel. I have endeavored, in about three short trips I have taken since the war began, to look in on various training stations. It is a good thing for the training station for the Secretary of the Navy or an Assistant Secretary of the Navy to drop in there. It is a good thing for a navy yard to have them drop in. There should be an Assistant Secretary whose duty it would be to go to the different training stations and see that they are all being run right, to see that they have all got the proper spirit in them. The Assistant Secretary of the Navy, primarily—that is the First Assistant Secretary of the Navy—should be the understudy of the Secretary himself; should be with him constantly and ready at any moment to take over the duty of acting Secretary of the Navy with full knowledge of everything that is going on. It is only because I happen to go in probably a dozen times a day to the Secretary's office, and our relations are personally extremely cordial, that I am able to keep in touch with the things that are going on every day, and that he is able to keep in touch with what is going on at my end of the office, and the creation of two more assistant secretaries in there, with those duties, one for matériel and one for personnel, would help a lot.

Mr. Oliver. How should they be appointed and what salaries should they be paid?

The CHAIRMAN. The same as now, I suppose; and the same salary. They would be appointed by the President and confirmed by the Senate.

Mr. OLIVER. Yes.

Mr. ROOSEVELT. The Treasury Department has increased from three to five Secretaries. The Department of State has a counselor and three Assistant Secretaries. The War Department has one Assistant Secretary and, I understand, is asking for two more. The Post Office Department has three or four Assistant Postmasters General.

Mr. LITTLEPAGE. Because of the reasons you have assigned, Mr. Secretary, do you regard the creation of these other two Assistant Secretaries as absolutely essential in these war times?

Mr. ROOSEVELT. I regard it as very desirable. But we can worry along the way we are going, I suppose.

The CHAIRMAN. Would they be limited to war times?

Mr. ROOSEVELT. That depends entirely on what becomes of the Navy after the war.

The CHAIRMAN. Would you ever get rid of them? I have never known any such officers to be gotten rid of.

Mr. ROOSEVELT. My own guess is that you will need them after the war is over.

Mr. LITTLEPAGE. That is a bridge we can cross, it seems to me, when we come to it. Let us do all that we can to give these people all the assistance they need now. That is my view.

I would like to ask Admiral McGowan a question. You have heard Mr. Roosevelt's statement about the need for these two new assistant secretaries. Can you corroborate his statement?

Admiral McGOWAN. It is never necessary for me to corroborate anything that Secretary Roosevelt says.

Mr. LITTLEPAGE. I know that, but I want your opinion in the record. Nobody appreciates him more than I do.

Admiral McGOWAN. If he were not present I could speak a little more freely, but it is a marvel to me how so much work passes through one man's hands. Though I never heard of this subject in concrete form until this morning, I have no hesitation whatever in saying that they treat Mr. Davis, Mr. Roosevelt's assistant, well wherever he goes in spite of his lack of status and not because of it. They do that on account of his personality. Naturally, nobody would be disagreeable to Mr. Davis. But, if his status were more well defined, nobody could reasonably waste any of his time or their time by asking who he was and what he was. I am sure that to bring Mr. Davis here has been a most conspicuous success in spite of his lack of status. I am also sure that my immediate superior officer is the best judge of what is the cure for the condition now; that is, of an overwhelming amount of work.

Mr. LITTLEPAGE. Now, Mr. Secretary, I want to apologize to you for calling on Admiral McGowan, but I have been down there and seen this work going on, and I want to facilitate it, so as to protect the Government.

Admiral McGOWAN. If you could see the people waiting in Secretary Roosevelt's anteroom, if you could count up how much the time of each of these people is worth, officers and Congressmen, and

so forth, that is spent there and how much talent and gray matter is wasted in waiting to see him—of course, it is necessary and well worth while to see him—you would find that any increase you could possibly make there, any change that Secretary Roosevelt recommends, would be money well invested and action wisely taken.

Mr. CONNELLY. Suppose this extra situation should be created, would it have to be filled by some fellow in the ranks of the Navy—that is, some officer—or would he still have some choice? He has brought Mr. Davis here; would he be able to put in a man of Mr. Davis's ability—a civilian?

Admiral McGOWAN. I have no doubt that the method followed would be the method that the Assistant Secretary would agree on with Secretary Daniels, and Secretary Daniels himself would doubtless make the selection.

Mr. CONNELLY. Yes; but what I mean is, could he be a civilian or would he have to be taken up in the line of promotion?

Admiral McGOWAN. No, sir; it would have no direct bearing on naval officers as such; preferably a civilian.

Mr. ROOSEVELT. He ought to be a civilian, without any question, and one persona grata to the Secretary of the Navy for the time being and to the President.

The CHAIRMAN. He would be appointed the same as an Assistant Secretary is appointed now.

Mr. CONNELLY. Civilians look at these things not from the standpoint of the naval officer, and sometimes do not appreciate this "rank" business as much as you do. Sometimes, in an emergency, it looks like the Navy or the Army fellows ought to kind of forget this "rank" business, to get things through.

Admiral McGOWAN. May I say a word there?

The CHAIRMAN. Yes.

Admiral McGOWAN. You are so right, I do not believe you realize how right you are. In the Navy and in the Army, when a fellow is in the commissioned service he is labeled, and those who are senior to him are above him and those who are junior to him are below him; but as a civilian a man does not have to be 80 years old to be in authority. He is selected from the outside, and the fact that he is a civilian transcends and takes precedence over every rank that can be conferred in the military service, and there is a very distinct place for civilians in our organization. You are more right than you have any idea you are.

Mr. CONNELLY. Thank you for the compliment.

Mr. LITTLEPAGE. Mr. Chairman, it seems to me that this is a matter of such vital importance, if it is necessary for a bill to be presented it ought to be done without any delay. I do not want our committee or any member of our committee to be accused of dereliction. We have not been up to date. Here we have three or four hundred million dollars of money being loaned——

Mr. ROOSEVELT. I think it would be a good idea for the chairman to talk to the Secretary of the Navy about it first. He would like to be consulted.

Mr. OLIVER. How many additional assistants would the Secretary be authorized to appoint under existing law? Could he appoint more assistants?

Mr. ROOSEVELT. Yes; unofficial assistants, but not Assistant Secretaries with legal power to act.

Mr. OLIVER. I do not know, but it looks to me as if it was working pretty well now.

The CHAIRMAN. I will invite the opinion of the Secretary of the Navy upon this and ask a full expression from him.

Mr. FARR. May I ask a question?

The CHAIRMAN. Yes.

Mr. FARR. This money that you have loaned to the Curtis people, Mr. Secretary, is that for an enlargement of their plant?

Mr. ROOSEVELT. Yes.

Mr. FARR. How much have they been loaned?

Mr. ROOSEVELT. The Navy Department has loaned them $4,000,000, and I think the Army has loaned them $6,000,000.

Mr. FARR. What is their capacity now?

Mr. ROOSEVELT. That I do not know.

Mr. FARR. Have you an idea of what it will be after the enlargement?

Mr. ROOSEVELT. No. It is a perfectly enormous project. All I know is that I have passed on the financial arrangements, and they have been approved by the Secretary.

(At 12.50 o'clock p. m. the committee adjourned.)

70098—18——33

[No. 14.]

**COMMITTEE ON NAVAL AFFAIRS,**
**HOUSE OF REPRESENTATIVES,**
**Washington, D. C., February 13, 1918.**

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. The committee will come to order, please. Gentlemen, we have with us this morning Capt. Irwin, who has charge of aviation in the Navy Department. Turn to page 7 of the first draft.

## STATEMENTS OF CAPT. NOBLE E. IRWIN AND LIEUT. COMMANDER JOHN H. TOWERS.

The CHAIRMAN. Capt. Irwin, I notice that on page 8 there is eliminated the words "rigid dirigibles and appurtenances" and you have substituted in lieu "establishment and," making it read "aircraft establishment and maintenance of aircraft stations," eliminating "rigid dirigibles and appurtenances." Why have you made that change?

Capt. IRWIN. The experiences of the war rather made us come to that decision, that it was not desirable to engage in the building of any more rigid dirigibles at this time, and further, the term "aircraft" covers all types that it may be considered desirable to build.

Mr. HICKS. Just what do you mean by "rigid dirigibles."

Capt. IRWIN. The Zeppelin type.

Mr. HICKS. What is one that is not rigid?

Capt. IRWIN. A nonrigid.

Mr. HICKS. What kind of a thing would it be?

Capt. IRWIN. It is made out of cloth, and when it is inflated——

Mr. HICKS (interposing). Like a balloon?

Capt. IRWIN. Yes, sir; it is more like a kite balloon, a sausage balloon, but there is no metal or woodwork about it.

Mr. HICKS. In other words, one has a framework and the other has not a framework. That is the distinction.

Capt. IRWIN. Yes, sir. It is rigid enough to carry the car. The fuselage of the car is a great deal like the fuselage of a land airplane.

The CHAIRMAN. You have included a new sentence, "including the acquisition of land by purchase, donation, or condemnation." I wish you would tell us what land you are expecting to acquire under that and how much and why, and so forth.

Capt. IRWIN. That is worded the same as the emergency bill was last October, and the reason for wording it that way was for the purpose of getting such additional land for coastal air stations and training stations to meet the neccessities of the war. Under the other bill, the emergency bill, which was worded that way, we have authorized but have not yet completed the purchase of a coastal air station at Chatham, and one at Montauk, and the half of Fords

Island in Pearl Harbor, the other half being paid for by the Army. There is no other land that has been purchased under that, although we had enough in there to cover the purchase of Cape May, but that was covered by a separate bill and we did not have to use it.

The CHAIRMAN. Those that you acquired under the emergency and then the direct authorization for Cape May, what others now are needed and what are contemplated?

Capt. IRWIN. One we immediately contemplate is Miami, where we have established a training school and expended a good many thousand dollars there on leased property, and I think it would be more economical to the Government to purchase the property than to let it go back to the owner. We have it leased for the period of the war.

The CHAIRMAN. We have one at Pensacola, Fla.?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. Is it contemplated to establish another permanent one at Miami?

Capt. IRWIN. Yes, sir; because there are practically two kinds—first, you can carry on a certain amount of training in one area. The Army rule is to limit it to 90 machines and when you get more than that number, say two-thirds of that number, which is the number of machines that is supposed to be kept operating, two-thirds of the ones assigned to a station in an area, it is claimed that it puts too many machines in one locality, and there are liable to be collisions in the air, and then again there are two kinds of training; there is preliminary training and advanced training, and we wanted to make Miami an advanced training station where they would begin the bomb dropping and gunfire instruction. Miami now is nearly ready to go ahead with complete operations. We have been operating some down there, but not as far as we want to go.

The CHAIRMAN. How much land have you leased?

Capt. IRWIN. Twenty-six acres.

The CHAIRMAN. And how much are you paying for the lease?

Capt. IRWIN. The lease on that land, the contract was that we were to dredge and fill up the land to a certain amount and otherwise we were to have it for the period of the war for merely dredging and filling.

The CHAIRMAN. For the dredging and filling?

Capt. IRWIN. Yes, sir.

Mr. HICKS. That is something like that Cape May proposition, then?

The CHAIRMAN. The other folks did that.

Mr. HICKS. I mean about the filling up and dredging and so forth?

The CHAIRMAN. Yes; except that we got the land permanently there, and this is only a lease. What did it cost to dredge it, do you know?

Capt. IRWIN. The original estimate for the dredging was $40,000, but I am not sure but that it will take a little more than that before we get through with it.

The CHAIRMAN. That will be $40,000 for the lease of 26 acres of land for the period of the war?

Capt. IRWIN. Yes.

The CHAIRMAN. What would it have cost you to purchase that land before you dredged and filled it?

Capt. IRWIN. I do not know. The assessed taxable value of the land—I obtained it from the Chamber of Commerce at Miami—was $2,470. But the taxable values are not a true valuation, as 20 acres of this property sold for $40,000, and the land in that vicinity along the water front has been selling for something like $2,000 an acre.

The CHAIRMAN. It was selling actually for about $2,000 an acre?

Capt. IRWIN. Yes, sir.

Mr. OLIVER. How long had that been the assessed value, do you know, Captain?

Capt. IRWIN. I do not know.

Mr. OLIVER. Was it assessed just immediately before you occupied it at that price, or had it been regularly assessed for some years before that at the same price?

Capt. IRWIN. I would have to look that up. Those records were turned over, when the lease was made, to the solicitor, and I would have to look it up again.

The CHAIRMAN. The sale price of it was $2,000 an acre, and that would have been $52,000?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. And you paid $40,000 for the lease of it during the war?

Capt. IRWIN. The dredging and the filling would have had to be done anyway, so that we could operate on the beach. This site was carefully selected by one of our best aviators, after making a trip along the coast from Hatteras all the way to Key West, and including some places on the west coast of Florida, Tampa and Punta Gorda, and this was selected as the best place for the training station.

The CHAIRMAN. So that you had to do this dredging in order to make available the land that was there?

Capt. IRWIN. Yes, sir. Even if we had bought it, we would have had to do the dredging and filling just the same.

Mr. BRITTEN. What was the character of dredging and filling that was necessary?

Capt. IRWIN. It was done by suction dredging.

The CHAIRMAN. Was the land very low?

Capt. IRWIN. It was a marl formation, that water rests on small portions of it, and then there will be other portions above water at high water.

Mr. BRITTEN. And you put a suction dredge in there to drain the entire area?

Capt. IRWIN. No, sir. We dredged out in front of it to make the water deeper for the boats to come up, and pumped that up on the land that was already there to make it higher.

Mr. BRITTEN. That is what I mean. Then did you increase your area over 26 acres?

Capt. IRWIN. I think in one place the water front was straightened out a little, but it has not been surveyed since this dredging was done, and I do not know how much it has been increased, but not very much.

Mr. BRITTEN. Have we an option on the land?

Capt. IRWIN. No, sir.

Mr. BROWNING. I would like to ask the Captain something about this Cape May proposition.

The CHAIRMAN. Let us postpone that until we get away from this immediate place.

Mr. BROWNING. I thought you were through.

The CHAIRMAN. No, sir. We will take up Cape May separately when we get away from this. What is it contemplated or expected that you will have to pay for this land, now after you have expended $40,000 on the improvement of it?

Capt. IRWIN. My idea is that we will take it at the value of the land before we put the improvements there. We would have to take it by condemnation, though, because the owner does not want to sell it.

The CHAIRMAN. In other words, you do not anticipate to add the $40,000 to it as an improvement and pay $90,000 for the land instead of the $50,000 as heretofore?

Capt. IRWIN. No, sir; that would not be my interpretation.

The CHAIRMAN. You say that the owner does not want to sell it?

Capt. IRWIN. No, sir.

The CHAIRMAN. Had he given any options on it that you know of at $2,000 an acre?

Capt. IRWIN. No, sir; not that I know of.

The CHAIRMAN. What evidence have you or assurance that the land could be secured at $2,000 an acre? From other prices down there?

Capt. IRWIN. The only thing that leads me to think that is the statement of the chairman of the chamber of commerce of Miami as to the value of the land. I was down there about three weeks ago and talked to him about the possibility of taking this land for use permanently for the Navy, and what the value would be, and he gave me the information then that the people in Miami, of course, were desirous of having naval activities in that vicinity, and he was sure that any jury down there would condemn the land at a nominal value before the improvements were put on it.

The CHAIRMAN. It might be advisable though, not to let it get to a jury, might it not, and proceed under what they call the standardized Padgett amendment?

Capt. IRWIN. When it comes to taking over the land, then it is turned over to the solicitor in the department. I have nothing to do with the details of it.

The CHAIRMAN. We have another provision that we authorize the President to take it, assess the value, and pay 75 per cent, and if the party is not satisfied, let him sue in the courts for the difference between the 75 per cent and the actual value. It has become standardized since this committee reported it out.

Mr. HICKS. I would like to ask the question, just what is the necessity of having a station at Miami, when we have one at Pensacola, very near by?

The CHAIRMAN. He stated a while ago fully that the capacity of one station is limited to about 90 machines.

Mr. HICKS. Yes, I understand; but why can not that be increased at Pensacola? There is no reason why that should be limited to 90?

The CHAIRMAN. He says that collisions in the air occur. One station can not operate well over two thirds of 90—60 machines.

Mr. HICKS. I heard him make that statement; but it does not seem to me quite reasonable, because at Mineola, for instance, on Long Island, we have a vast number of machines that we are operat-

ing. I saw 150 machines in Paris being operated from one station at one little park.

Capt. IRWIN. I do not think they were training stations. Of course, at patrol stations the machines can go up at a certain hour, get away, and go on the patrol, and they are not coming back until a certain time; but at training stations a machine goes up with a pilot for half an hour or an hour, and the machine comes back and lands on the beach and lets that student out and takes on another student, or in the Army it would be on the training field, and that is why they limit the number that can be trained well on one field, and again, a great part of their training consists in making landings and getting away from the ground. That is where there are more machines wrecked than any place else.

Mr. HICKS. In the landing?

Capt. IRWIN. Yes, sir.

Mr. OLIVER. The losses that the Army have sustained in the aviation trials have been due in nearly every case to collisions?

Capt. IRWIN. Yes, sir. In addition, you asked about the possibilities, Mr. Chairman. The strategic war board decided that we ought to have a coastal air station on the Gulf, and we have had a board down looking over the ground there.

The CHAIRMAN. I was going to ask you if there were others contemplated besides Miami?

Capt. IRWIN. Yes, sir. I think that the place that has been indicated as the best place is in the vicinity of Port Arthur, and particularly as that would protect our oil interests and shipping passing out and in better than any place else, and it is my own idea that where we have a coastal air station we ought to own the land, because the expenditure to put up a coastal air station will be somewhere between $600,000 and $1,000,000 and there is no use expending that on leased land.

The CHAIRMAN. No.

Capt. IRWIN. Because the cost of the land would be very small, comparatively.

The CHAIRMAN. How much have you already expended at Miami? I mean, how much have you expended and how much is authorized to be expended under your laws?

Capt. IRWIN. I do not think I have that. I have not that made up. My estimate would be about $600,000.

The CHAIRMAN. About $600,000?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. You can put it in the record?

Capt. IRWIN. I can correct that when it comes up to me. About $500,000 to date, but about $200,000 more will be required to complete the construction.

The CHAIRMAN. We will finish with what you have here before we take up the existing stations.

Mr. OLIVER. I would like for you to state what you have done at Miami.

Capt. IRWIN. In addition to the dredging and filling, we have under construction four hangars, 100 by 300 feet, a carpenter shop, machine shop, rigging shop, storehouse, administration buildings, and quarters have been completed for 400 men and 20 officers, and we have authorized the construction of additional quarters for 400 men and 20

officers, making a total of 800 men and 40 officers. Also a hospital and dispensary.

Mr. OLIVER. Does that represent $600,000 expended?

Capt. IRWIN. Yes, sir. There should go with that the concrete floors of the hangars. They have to be done and the runways to get into the water.

The CHAIRMAN. What is the character of the construction on this leased property? Is it temporary? Is it going to be taken away in a short time, or is it going to be worth purchasing the land to keep?

Capt. IRWIN. Yes, sir; it is considered temporary. It is all wooden. It is not of the crudest construction, but it is all frame construction.

The CHAIRMAN. In that climate, frame construction lasts a long time if it is cared for properly, does it not?

Capt. IRWIN. Yes, sir; I think it ought to if it is kept painted. The hangars are of wood construction too.

The CHAIRMAN. In other words, the proposition I wanted to get was, here you have invested $600,000 upon some leased land. You have the right to remove that after the lease, but I imagine that attempting to remove it would be practically the end of it.

Capt. IRWIN. It would, so far as we are concerned, because it would have to be shipped away from there.

The CHAIRMAN. And the salvage of it would be but a small fraction of the original cost?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. Now, what I wanted to get at was, is it put up of such construction that after the war is over it will serve a useful purpose?

Capt. IRWIN. Yes, sir; as long as it lasts.

The CHAIRMAN. Probably how long will it last?

Capt. IRWIN. I am not experienced enough in construction work to place an estimate on that. I had rather have a civil engineer to do that.

The CHAIRMAN. Will you secure and put in your hearings a statement to answer that question?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. In other words, if it is going to fall down of itself in a year or two after the war is over, there is no use in trying to take care of it by purchase, but if it is worth purchasing and taking care of for the service, that is a different proposition.

Capt. IRWIN. I should think that it would last for several years. It should last for 18 to 20 years if proper care is taken——

The CHAIRMAN. You said that the board had recommended one other station at Port Arthur?

Capt. IRWIN. The strategic board recommended it on the Gulf, and we have had other boards come along to find the most suitable place on the Gulf for it, and apparently the decision so far seems to be in the vicinity of Port Arthur.

The CHAIRMAN. That has not been determined?

Capt. IRWIN. No, sir. I would like to say that we have put our best energies on the work abroad, and on our own exposed coast—that is, during the past year.

The CHAIRMAN. Is it needed to have an additional one on the Gulf?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. And that has been recommended by the board of strategy?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. And it is contemplated by the department to establish one there?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. And this authority is intended to authorize the action taken?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. Have you any idea of what the land would be? You have not yet selected it?

Capt. IRWIN. No, sir; we have not selected it.

The CHAIRMAN. And you do not know what it would cost?

Capt. IRWIN. No, sir.

The CHAIRMAN. Is there any other one contemplated to be established?

Capt. IRWIN. Yes, sir. There ought to be at least one or two between Hatteras and Miami.

The CHAIRMAN. Between Hatteras and where?

Capt. IRWIN. Miami. Coastal air stations in order to cover the patrol.

The CHAIRMAN. Would they be permanent stations?

Capt. IRWIN. Yes, sir.

The CHAIRMAN. What will be the necessity of so many permanent stations up and down the coast in time of peace?

Capt. IRWIN. I am anticipating having them in time of war.

The CHAIRMAN. I understand in time of war, but I asked if they were to be permanent. You stated that Miami was for the advanced training and the other one was for the beginners at Pensacola.

Capt. IRWIN. Yes, sir.

The CHAIRMAN. Now, assuming that those two supplement one the other, what would be the necessity of having two intermediate stations between Hatteras and Miami after the war is over?

Capt. IRWIN. Well, in times of peace you might say that we do not need any. We do not need the training stations.

The CHAIRMAN. I imagine you want to keep your operations, at least in minor development?

Capt. IRWIN. That is why I think that we ought to have the patrol stations located and ready to operate.

The CHAIRMAN. I can see why you should have your training stations at these two places, but I confess I do not see why you want permanent stations scattered all up and down the coast after the war is over. I can see why you need them now.

Capt. IRWIN. That is why I want to build them. I am building them now because I think that there is a possibility that our enemy may come on this coast at almost any time.

The CHAIRMAN. I understand that, but I am speaking of the permanency of them after the war is over, as to why they should be maintained as permanent patrol stations, and have them all up and down the coast operated after the war is over.

Capt. IRWIN. We should keep a certain number of machines on hand, ready at all times, and those can not be kept on hand unless

they can be taken care of, which requires stations at which they can be placed.

Mr. HICKS. That is in line with the question I wanted to ask a moment ago and that is this: Is there any definite policy that has been adopted now by your department in regard to the permanency of these stations for after-the-war training? You must have some definite idea as to how many stations you will need during the war and then how your program is to be carried out after the war, have you not?

The CHAIRMAN. Perhaps after the war they haven't figured that far ahead.

Mr. HICKS. But they should, because these are permanent stations. Is there a policy, do you know?

Capt. IRWIN. I think the policy at present is to prepare the necessities for the present war.

Mr. BUTLER. That is it.

Mr. BRITTEN. For the same reason that we have permanent ships and permanent fortifications, I presume?

Mr. KELLEY. These leases run for the period of the war, don't they?

Capt. IRWIN. Yes, sir.

Mr. KELLEY. Then why not let the future take care of itself and consider the purchase of this land when the time comes? Why take it up now when we do not know what our future policy is going to be after the war is over?

Capt. IRWIN. I feel that if you go to the expense of putting up a station that costs somewhere between $500,000 and $1,000,000 for the construction and equipment, that it ought to be on land owned by the Government. Of course, we can put it on leased ground.

Mr. KELLEY. This land that you are talking about now is already occupied and has buildings already up.

Mr. OLIVER. Some of them up.

Mr. KELLEY. So that is a foreclosed proposition?

Capt. IRWIN. It is a foreclosed proposition if we can lease the land, if the man who owned the land was willing to lease it. At the time we leased it we did not have the authority to purchase it or to condemn it, but we have the authority to condemn it now if we want to proceed with it.

Mr. KELLEY. Why not wait until the war is over and see what it is needed for? As long as you can go ahead and lease it until that time, why take it up now?

Capt. IRWIN. My reason, as I say, is that I do not believe in placing all of that equipment and construction on another man's land.

Mr. KELLEY. It is already there.

Capt. IRWIN. Which would have to be torn down when the war ends.

Mr. OLIVER. There seems, perhaps, to be a misunderstanding between Mr. Kelley and the captain. He was not discussing the Miami station, but was discussing some temporary stations between Hatteras and Miami.

Mr. KELLEY. So I understand.

Mr. OLIVER. That is an entirely different matter.

The CHAIRMAN. And also at Port Arthur, where there is nothing Are there any others besides the ones you have mentioned?

Lieut. Commander TOWERS. One is provided for on the west coast

Mr. BRITTEN. Which one is provided for on the west coast?

Capt. IRWIN. San Diego.

Mr. BRITTEN. What are you doing at San Diego?

Capt. IRWIN. The Army have been operating on the end of the field which is to become our end of the field.

The CHAIRMAN. That is North Island?

Capt. IRWIN. The east end of North Island.

The CHAIRMAN. I say, North Island is where both the Army and the Navy operate?

Capt. IRWIN. Yes, sir; and as they now occupy the end of the field which we are to have, the inner end nearest the harbor, we have come to an agreement with them by which we are to take over from them the buildings that are of any use and reimburse them to a certain amount. We have had a board of appraisers for these buildings, but these buildings are only of a temporary character and will only last a short time. Some of them are worthless and we should not reimburse them for them at all, and some of them are being removed as entirely worthless. I should like to go ahead and put that station up as a permanent station, because it is my understanding that Congress so desires. They gave the President the authority to acquire the land, and in the estimates for the fiscal year 1917 there was an item put in the itemized budget of aviation of $750,000 for construction work at San Diego. That has never been used because we did not get started on the construction at that place.

Mr. BRITTEN. Why not?

Capt. IRWIN. Because we have been using our energies on this coast, and besides, the Army was in there and we had to get into an agreement with them to get our end of it.

Mr. BRITTEN. The energy that you have been using on the Atlantic coast certainly should not interfere with improvements on the Pacific coast 4,000 miles away, after Congress has appropriated $750,000 to make improvements at a certain place?

The CHAIRMAN. If you have not got enough men to do both, you have to do the one that is most important first, don't you?

Capt. IRWIN. We did not have the operators at that time or the machines to expand at that place. We have got them now and we have started up.

Mr. BRITTEN. Capt. McKean came before this committee in December of 1916, and, among other things, he said that $750,000 out of $5,133,000 was to be expended on the San Diego site. That was to be expended for improvements to grounds, the water-front development, hangars, shops, power plant, and so forth. That was over a year ago. It does not seem quite natural that you should not have the energy to expend an appropriation of less than a million dollars at a site of that kind, where the committees have visited it from time to time and have determined that it is one of the ideal aviation sites of the country. I think we ought to know just a little more about why the improvements were not made there, and the mere fact of using your energies some place else in the United States I do not think is quite sufficient, Captain.

Mr. KELLEY. The captain said that they had some difficulty about getting possession of it on account of the Army.

Mr. BRITTEN. When are these improvements going to be made and what is being done along this line by your office? What plans have you made?

Capt. IRWIN. The plans have been drawn for the permanent upbuilding of that station, complete, but in order to build it to meet what we anticipate out there, taking care of two squadrons, it would require a great deal more than the $750,000 at present, because of the increased cost under present conditions, and that plan has not yet been approved.

Mr. BRITTEN. How much money will the revised plan cost?

Capt. IRWIN. I think the revised estimate was for $1,750,000.

Lieut. Commander TOWERS. May I speak on this? I handled it while Capt. Irwin was ill.

Mr. BRITTEN. What is your name?

Lieut. Commander TOWERS. Lieut. Commander Towers. The plans were drawn up and estimates were made, and they required a total expenditure of $1,750,000. These plans and estimates were taken to the Secretary, and he stated to me that he could not approve them as a complete proposition, because Congress had only, through this committee, been informed that it would cost $750,000. That he was quite willing to sign a letter allowing $750,000 to begin the construction, and gave me authority to take up with Capt. Irwin and with the committee the question of getting the additional $1,000,000.

Mr. BRITTEN. When was this done?

Lieut. Commander TOWERS. This was done on Saturday of last week.

Mr. BRITTEN. You have had more than a year after the appropriation was made, and what was done in the intervening time with a view of developing the station?

Lieut. Commander TOWERS. Well, there have been a great many plans of the station drawn, but the increase in the size of seaplanes and the variations in their uses have upset those plans all up and down the line. Your hangars are bigger, your planes are bigger and require more men to handle them, and that necessitates increased quarters. There have been successive layouts each one of which has been affected by some change in the general policy.

Mr. BTITTEN. Did not that same condition prevail on the Atlantic coast?

Lieut. Commander TOWERS. But we had nothing to start on there. We did not have the land, and we had to reach an amicable arrangement with the Army for a division of the island. The island was to be taken over and it has been taken over.

Mr. BRITTEN. You were not talking about land; you were talking bout the increase in size of hangars, the increase in size of planes and the increased accommodations for the men. All of that does not apply to the land, and I ask whether that same condition does not apply to the establishments on the Atlantic coast?

Lieut. Commander TOWERS. It applies to the land in this way: That we had to agree with the Army as to the division of that land before we could plot any buildings on it. We did not know where our site would be.

Mr. LITTLEPAGE. That did not take you a year, did it?

Lieut. Commander TOWERS. Well, it is not absolutely concluded yet, I mean that all of the surveys have not been made and all of the details have not been approved. But there is no hitch about that. If we had gone right in and taken our half of the island it would have caused the Army to evacuate when they were operating that training station at full capacity and when we were not ready, because of a lack of machines and trained personnel, to operate. In other words, we would have destroyed their energies and would not have replaced them by energies of our own.

Mr. BRITTEN. How many acres are on the island, approximately?

Mr. KETTNER. 1,200 acres.

Mr. BRITTEN. And yet you have just told us that on a little piece of land at Miami—26 acres which we do not own and have not even agreed to purchase—you have expended $600,000 for temporary buildings. You have expended that amount of money on land that is leased and that you say you can not purchase because the owner does not want to sell it. You have no idea what the land is worth except that the secretary of the Chamber of Commerce down there says that the adjoining land is worth about $2,000 an acre, that is, its assessed value is approximately $2,000 an acre, and still you went in there and spent $600,000 on a mere thimbleful of land, in comparison with the vast area you have at San Diego. An appropriation for that location has been made for over a year, and yet because of some difference of opinion between you and the Army you do absolutely nothing. For San Diego you have an appropriation of $750,000 for an aviation base in a delightful locality and where most of us will agree you have an ideal place for a flying station. You will agree with that statement, I am sure?

Lieut. Commander TOWERS. Yes; I will agree with that, because I spent one winter there.

Mr. BRITTEN. Yet nothing is done during the entire year, and if you had taken half of that land; that is, 600 acres, or if you had taken one-tenth of the land, or one-twentieth of the land you would still have had plenty of land in comparison with what you are using at Miami?

Lieut. Commander TOWERS. As far as I know there has been no difference of opinion with the Army except in matters of very small detail. There has been no real difference of opinion.

Mr. BRITTEN. Why have you not taken a portion of the land there?

Lieut. Commander TOWERS. Only certain portions of the water front are available for the erection of seaplane hangars, because of the fact that it is very shoal outside. It happened to be that that portion had been taken up by the Army and they had erected their buildings on it. Had we turned them out of their buildings we would, as I said before, have interfered very seriously with their work.

Mr. BRITTEN. What kind of buildings?

Lieut. Commander TOWERS. They were temporary buildings.

Mr. BRITTEN. Barracks?

Lieut. Commander TOWERS. Barracks and hangars. Had we put our hangars in some other place it would have meant a great expense in the way of dredging to get to them.

Mr. BRITTEN. Where are you going to put them now?

Lieut. Commander TOWERS. We are going to put them on what might be called the southeast corner of the island.

Mr. BRITTEN. Has the Army taken any of that land for building purposes?

Lieut. Commander TOWERS. They have had buildings there for some years?

Mr. BRITTEN. Are you going to remove them?

Lieut. Commander TOWERS. We are going to remove the ones that are not worth keeping.

Mr. BRITTEN. Are any of the buildings worth keeping now that were not worth keeping last year?

Lieut. Commander TOWERS. Well, the Army had to have some place in which to live, that is, the Army personnel on that island. They were flying there and they had a flying school in full commission; if we had turned them out we would have destroyed that activity.

Mr. BRITTEN. You say there has been no difference of opinion between you and the Army, but it appears that the Army has taken certain ideal localities for their buildings, that is, ideal from your viewpoint, because you need certain portions on the water front that they do not have to have, and yet I understand you are not going to take those locations from the Army but are going to locate somewhere else?

The CHAIRMAN. No; he is going to take those locations, but has not taken them yet.

Lieut. Commander TOWERS. We are going to take those very buildings; they are being transferred to us, but before we can remove them the Army must provide for its force in some other temporary buildings on the island, which they are now doing.

Mr. BRITTEN. It has taken you a year to bring about this development, has it not?

Mr. LITTLEPAGE. And the war goes on in the meantime?

The CHAIRMAN. There is no war on that side. That is the answer to that statement.

Mr. BRITTEN. You say there is no war on the Pacific, but we are training boys for the Navy and the Army on the Pacific the same as we are here.

The CHAIRMAN. But not to the same extent, and there is not the same necessity for it.

Mr. BRITTEN. And yet we are appropriating for war work at Mare Island, Bremerton, San Diego, and Los Angeles, and it is stated we need this station at San Diego for aviation training purposes. Following up your suggestion, there is no war at our station at Miami nor at Pensacola.

The CHAIRMAN. But they are on this side, and everybody knows that the Atlantic is the war side.

Mr. OLIVER. How much of that water front is suitable for the erection of these hangars?

Lieut. Commander TOWERS. Only a very small portion compared to the total. It is six miles around and I should say three-quarters of a mile could be utilized.

The CHAIRMAN. Mr. Kettner, give us any information you have.

Mr. KETTNER. The order to divide the island was sent out several months ago and I have been informed that Maj. Damm, of the Army, and Lieut. Spencer, of the Navy, divided the land. That was several

months ago, and the land has been divided to all intents and purposes, so that each side knew what was their proportion. The Navy has taken all of the bay side and the Army the ocean side. Mr. Britten and his wife both flew over this field in an Army machine, while they were at San Diego.

Mr. McArthur. That is, North Island?

Mr. Kettner. Yes. The Army takes 600 acres and the Navy 600 acres, and the Army has started buildings on their proportion of the island.

Mr. Kelley. Where are the buildings the lieutenant says the Army must get out of?

Mr. Kettner. Along the bay shore front. Mr. Padgett will recall that when our party landed at the island we had to walk quite a ways to get up to the Army section.

The Chairman. Some of the Army buildings are close to the landing?

Mr. Kettner. Yes.

The Chairman. That is, where we landed?

Mr. Kettner. Yes; there are some buildings right close to where we landed.

The Chairman. Yes.

Mr. Oliver. Are you going to make use of the buildings left on this land by the Army?

Lieut. Commander Towers. We are going to make use of them, sir, but we have not yet.

Mr. Oliver. How long has it been since the Army vacated these buildings?

Lieut. Commander Towers. Col. Arnold, head of the air division, told me on yesterday afternoon that they had sent a dispatch yesterday to vacate.

Mr. Oliver. So that they have been occupying these buildings up to yesterday?

Lieut. Commander Towers. Yes, sir.

Mr. Oliver. And for that reason you were not able to use them?

Lieut. Commander Towers. That is correct, sir.

Capt. Irwin. I think there has been a little misunderstanding about the length of time that that land has been available for use by the Navy. It is my impression that the bill was passed last June or July. It was approved July 27, 1917.

Mr. Britten. Last March a year ago an appropriation of $750,000 was made for the aviation field at San Diego.

The Chairman. He is talking about the authorization to take over North Island, and we did not own North Island until in the summer?

Mr. Britten. But in March of 1917 we appropriated $750,000 for the development of certain land down there.

The Chairman. No; it was for the development of a station somewhere at San Diego, but it was not North Island at San Diego, and we had to pass other legislation to acquire North Island, and that legislation was passed in the extra session. The President then had to take it over, and that was in the summer of 1917.

Mr. Britten. Evidently it was not necessary to wait all this time for the development at Miami.

The Chairman. We did not propose to lease North Island; we

Mr. BRITTEN. They propose to acquire Miami?

The CHAIRMAN. Well, he is proposing it now, but he went ahead and leased 26 acres. There are 1,200 acres at North Island, and Congress passed an act in the extra session authorizing the President to take over North Island, and the President did take it over. Then, after the Government got it, steps were taken to give the Army half of it and the Navy half of it, but that was all in the summer.

Mr. BRITTEN. Then let us develop this from the summer, since we have been at war, and since which time our aviators have certainly been necessary. We had the money and we had the act. What has been done since that date? I will agree that you could not have done very much until the summer of 1917, but since that time what have you done with a view to establishing hangars and seaplanes and a training station there?

Capt. IRWIN. As soon as the bill was passed July 27, 1917, and North Island was taken over by the President we got in touch with the Army to make a division of the land.

Mr. BRITTEN. What was that date?

Capt. IRWIN. I could not give it to you, but I can look it up and enter it in the record. It is August 1, 1917. There was no hitch, as far as I remember it, in coming to an amicable agreement as to what part of the land each one should have.

Mr. BRITTEN. There was no hitch?

Capt. IRWIN. No, sir.

Mr. BRITTEN. That was six months ago?

Capt. IRWIN. If you will give me a chance, sir, I will explain the history of this.

Mr. BRITTEN. Yes; if you please.

Capt. IRWIN. As fast as the papers could go through the different departments and be sent out to the board, which was appointed, an amicable agreement was reached as to a division of the land. The papers were then sent back and approved by the two departments. The War Department at that time wanted to build a permanent station at that place. They got out a design for such a station and we started on a design at the same time, thinking, as the two services were to occupy the same land, that the construction ought to be of similar character, so that it would agree and be harmonious, as it was to be a permanent station. The Army then dropped their plans, to a certain extent, because they said they were running a little short of money, according to my understanding, and because they wanted to put their money in temporary construction which they could get quicker for training purposes. That held up their permanent construction to some extent. In the meantime we appointed Lieut. Spencer from this side to go out to the training station which is located at San Diego to collect all the men who had applied for aviation training on that coast, and all the mechanics at the San Diego training station, which is located on the old exposition grounds, and start them on their ground course there, so as to be ready for their flying instruction by the time we could get the hangars and buildings from the Army. While this was going on——

Mr. BRITTEN. I thought you had agreed with the Army, and that because they did not have enough money they hesitated, for the time being, in going ahead with their improvements.

Capt. IRWIN. We had agreed with the Army on a division of the land. On the part of the land which was to be occupied by the Army there were no buildings whatever, according to my understanding, and on the part of the land which is to be occupied in the future by the Navy are all the buildings of the Army. They have, or had until recently, a four-squadron station there under training, and it was not deemed for the best interests of the war or for the United States to break up their training without giving them a chance to move into something else. In the meantime we were carrying on our ground training at this San Diego training station proper; where the men could be given what we call training on the ground before they go into the air. When it came to the time that our ground training had nearly finished I was pushing the Army to get them out, saying that we must have this space for our training, as the men were coming to that point where we would have to have it. Then a board was appointed to take over the temporary buildings they have there, which buildings, I think, Mr. Kettner considers an eyesore.

Mr. KETTNER. I do, indeed.

Capt. IRWIN. These buildings were to be for our temporary use as soon as they could build some temporary buildings on their own land. They have just about gotten their temporary buildings completed, and as soon as they can move into their new temporary buildings we move into their old temporary buildings. We have a design laid out which will spot in our permanent buildings without destroying these temporary buildings until the new ones are up. Although the buildings are to be of a permanent character, we have arranged the work so that the old ones will not have to be destroyed until the new ones are up. We will then tear down the old ones and have a permanent station. As I have said, we thought all of the buildings should be of permanent construction because it was to be a permanent station for all time. Now, the reason for not pushing that ahead faster, so far as training goes, is that most of the people we get for aviators and mechanics are from this side of the Rockies, or this side of the Mississippi, and it would be a great expense to transport them and the machines out there to be trained and then bring them right back to this coast again. So it was decided it would be cheaper to pick them up on that coast, take them down there, train them, and bring them east after they have been trained, because you have weeded out the useless ones by that time and would not have to transport them across the continent.

Mr. BRITTEN. Are you indicating that you are going to have trouble in getting personnel for utilization on the Pacific coast?

Capt. IRWIN. Not at all; I had no intention of indicating that.

Mr. BRITTEN. You said that most of the mechanics and aviators came from east of the Mississippi?

Capt. IRWIN. That is because the population is so much greater east of the Mississippi.

Mr. BRITTEN. It does not indicate that you are going to have trouble in securing aviators there?

Capt. IRWIN. No, sir; I do not think so. We will get as many as we need.

Mr. BRITTEN. But you said that most of them come from east of the Mississippi?

Capt. IRWIN. Well, we have more training stations east, but we will not have any trouble in securing the men we need at this station.

Mr. BRITTEN. How far back of the beach are these old, temporary eyesore buildings?

Capt. IRWIN. Some of the Army buildings are within a few feet of the water's edge.

Mr. BRITTEN. Are many 300 or 400 feet back?

Capt. IRWIN. No, some are closer than that. Our hangars are only located 100 feet back of the beach. We locate our hangars far enough from the beach so that we can transport the machines along the beach between the hangars and the water, and the new machines require a little over 100 feet. Then there is a runway that leads from the hangars down into the water. Some of the hangars they had on the beach were located just around the eastern point there; in fact, they are right on the water, closer to the beach than our big hangars will be.

Mr. KETTNER. On the bay side?

Capt. IRWIN. Yes.

Mr. BRITTEN. Tell the committee what the present status is in relation to this aviation field. Tell the committee what your plans and specifications are and what contracts have been awarded, if any. In other words, tell us how soon we may expect to have a real aviation field there as far as the Navy is concerned.

Capt. IRWIN. You mean the permanent construction work?

Mr. BRITTEN. Yes.

Capt. IRWIN. I would like to see it there just as soon as we can get it there.

Mr. BRITTEN. We all agree with that, but the committee would like to know in just what status your plans are.

Capt. IRWIN. My plan is to have permanent construction, estimated to cost $1,750,000, begin right away and go up as rapidly as possible, but I think the Secretary of the Navy feels a hesitancy in expending that much money on that coast at this time. He thinks it could be better used for war purposes at the front.

Mr. BRITTEN. Is the committee to understand, then, that you are not going to do any work at all?

Capt. IRWIN. No; I did not mean to have you infer that at all; I mean that we may go ahead with cheaper construction.

Mr. BRITTEN. Tell us what you are going ahead with and how you are going to go ahead. You have had $750,000 appropriated?

Capt. IRWIN. No, sir; it was not appropriated for that specific purpose. In making up the estimate, that was put down as one of the items that should be done, but as far as the money that was appropriated for 1917 is concerned it has all been expended for other purposes.

Mr. BRITTEN. Let me read to you what conversation took place between Capt. McKean and Mr. Roberts in committee.

The CHAIRMAN. Before you read that let me explain that the appropriation was a lump-sum appropriation of five million dollars and something——

Mr. BRITTEN (interposing). $5,133,000.

The CHAIRMAN. Now, Capt. McKean said that out of that $5,000,000 it was expected to use $750,000 at San Diego. I now understand Capt. Irwin to say that the exigencies of the war have caused a change in those plans, and that they are expending more money in the war theater and less of it farther away from the war theater.

Mr. BRITTEN. Do you call Miami the war theater?

The CHAIRMAN. Yes.

Mr. BRITTEN. How does it differ from San Diego in the chairman's interpretation of the war theater?

The CHAIRMAN. Simply because San Diego is 3,500 miles west of that, with North, South, and Central America intervening, and the European activities are to the east of us and not to the west.

Mr. BRITTEN. The European activities are certainly to the east of San Diego?

The CHAIRMAN. And so is China to the east if you place it upon that basis.

Mr. BRITTEN. We are training our boys on the Pacific coast to go to the theater of war, are we not?

The CHAIRMAN. Yes.

Mr. BRITTEN. Thousands of them?

The CHAIRMAN. As best they can.

Mr. KETTNER. I feel that I must break into this controversy and put in some statistics compiled by J. B. Lippincott, engineer, of Los Angeles, Cal.

OCTOBER 30, 1917.

COMPARISON OF COST AND EFFICIENCY OF POINTS IN SOUTHERN CALIFORNIA AND THE SOUTH FOR FLYING SCHOOLS.

In this study, for purposes of comparison, Los Angeles and San Antonio are taken as typical locations for their respective sections. Eastern passenger travel is assumed to originate in Washington, D. C., but freight at Buffalo, N. Y., or Dayton, Ohio.

In figuring the pay-roll cost, an average of $3 per day is taken as covering wages and personal expenses of employees and 900 men allowed for a camp, who will have to be provided for, rain or shine.

By per cent of sunshine is meant the ratio of the total possible time that the sun shines on the average at the point in question. This is the amount of time available for flying.

A boxed Curtiss J. N. 4 machine weighs 2,000 pounds, and two machines are loaded in one car. The minimum carload (c. l.) weight is 10,000 pounds, so that the rate that will apply is less than carload (l. c. l.) in terms of 100.

Freight rates from eastern points to southern California and southern points are as follows:

| | Per cent carload. | Less than carload. |
|---|---|---|
| Buffalo to San Antonio | $3.791 | $5.054 |
| Buffalo to Houston | 2.996 | 3.994 |
| Dayton to San Antonio | 3.513 | 4.634 |
| Dayton to Houston | 2.718 | 3.624 |
| Buffalo to Los Angeles | 5.400 | 7.200 |
| Dayton to Los Angeles | 5.250 | 7.000 |

In this study freight to Los Angeles it is assumed to be double that to a southern flying station.

Railway fare for passengers from eastern points to southern California and southern points are as follows:

| | |
|---|---|
| Washington to Los Angeles | $77.00 |
| Washington to San Antonio | 42.80 |
| Washington to Houston | 39.80 |

In this study passenger fare to Los Angeles it is assumed to be double that to some southern flying stations.

FREIGHT COMPARISON.

| | |
|---|---|
| Freight Dayton–Los Angeles on one Curtiss JN–4 machine (2,000 pounds), at $7 per hundredweight first class–1 | $140 |
| Assume that freight to southern camps would be one-half that to Los Angeles | 70 |
| Net increase of freight to Los Angeles | 70 |

Assume that there will be 150 men training and that 300 machines will be expended per year, then the excess freight cost to Los Angeles is (as above) $70×300=$21,000.

PASSENGER FARE COMPARISON.

There will be 150 aviators in each class, half of whom come from the Atlantic seaboard and half from the far West.

*Transportation, Washington to Los Angeles.*

| | |
|---|---|
| Railroad fare | $77.00 |
| Pullman | 17.50 |
| Meals, etc | 15.50 |
| Total | 110.00 |
| Two trips for an aviator, at $110 (going and coming) | 220.00 |

One-half of these men should come from the Pacific coast or mountain points and one-half from the East. Also the fare to southern points will be one-half as great as to Pacific points (as above) therefore $220 divided by 4 equals average charge per aviator of $55.

One class of 150 training three months equals 600 men per year and $55 multiplied by 500 men equals $33,000.

Increased cost on account of transportation for Pacific coast camp as compared to southern camps:

| | |
|---|---|
| Railroad passenger transportation | $33,000 |
| Railroad freight charges | 21,000 |
| Total | 54,000 |

METEOROLOGICAL COMPARISON.

[Based on the reports of the United States Weather Bureau.]

It is assumed that the percentage of sunshine is a fair measure of amount of time when flying is possible. A comparison shows that San Antonio with a ratio of 56 per cent is fairly typical of the South and East. Los Angeles has 73 per cent sunshine. The rainfall at San Antonio is nearly double that at Los Angeles (27 to 15.6 inches.)

| | |
|---|---|
| Per cent of sunshine at Los Angeles | 73 |
| Per cent of sunshine at San Antonio | 56 |

Ratio at Los Angeles as compared to San Antonio 73/56=130 per cent, or Los Angeles has 30 per cent more flying time than San Antonio.

Fixed charges and pay roll (annual cost of camp), $2,000,000.

| | |
|---|---|
| Assuming 100 machines are always in service, the standing investment therein is 100 × $12,000 | $1,200,000 |
| Cost of plant | 3,200,000 |
| Interest cost per anum at 4 per cent | 128,000 |
| 900 men in camp, with average rate for pay and expenses of man of $3 equals $2,700 per day, and 365 days × $2,700 equals per year | 985,500 |
| Interest, expenses, and pay roll | 1,113,500 |

*Comparative costs.*

| | |
|---|---|
| Los Angeles per cent of sunshine, 30 more than San Antonio, and efficiency of Los Angeles is therefore 30 per cent greater. The value of this efficiency is $1,113,500 (annual fixed cost) × 30 equals (per annum).... | 334,050 |
| Excess cost of Los Angeles as compared to southern camp, due to transportation charges is (per annum)..... | 54,000 |
| A net saving for Los Angeles (per annum) of..... | 280,050 |

Los Angeles has warmer winters and cooler summers; both more agreeable to flying. In addition to money value there is a saving in time in preparing for the war.

J. B. LIPPINCOTT.

On the strength of the above statement, the War Department is now constructing two more temporary aviation schools on the Pacific coast—one at Riverside and one at Sacramento.

I also wish to state that according to the Annual Meteorological Summary of the Weather Bureau of the Department of Agriculture compiled for San Diego, Cal., for the year 1917, the maximum of the mean monthly temperature for that year was 67.4, while the minimum mean monthly temperature was 54.2, showing a variation of 13.2 degrees for the entire year, based upon monthly means. The percentage of sunshine, which I understand is generally assumed as a fair measure of amount of time when flying is practicable as discussed by this same comparative meteorological data, indicates that for the years beginning 1894 and ending 1917 practically 79 per cent of a possible 100 were hours of sunshine. A significant fact in connection with this high ratio is this: The highest percentage of possible hours of sunshine during this period of time was in the months of November, when 76 per cent of a possible 100 were hours of sunshine, while the lowest percentage appears to have been in the months of May, which shows a 57 per cent of the possible 100. The same report shows there is an average of but 9 days a year without sunshine.

Another strikingly important factor appertains to precipitation records. During the year 1917, according to the summary hereinbefore mentioned for the year, the very low figure of 8.04 inches appears, over half of which came during the month of January.

From the "meteorological summary" above referred to I quote the following: "There is an average of but nine days a year without sunshine."

To corroborate the above statement, I am inserting a few excerpts from a speech of the Hon. Harold Knutson, which appears on page 2046 of the Congressional Record of February 8, 1918. A report was submitted to him by the following gentlemen:

Hon. J. A. A. Burnquist, governor and chairman of Minnesota Commission of Public Safety; Hon. Chas. H. March, vice chairman of Minnesota Commission of Public Safety; Hon. Lyndon A. Smith, attorney general of Minnesota; Hon. Walter F. Rhinow, adjutant general of Minnesota; Hon. O. W. Holcomb, M. D., St. Paul, Minn.

They visited all of the cantonments in the Middle and Western States, and it is evident that this committee went into the matter very closely, as their trip was made in the interest of the soldiers from the State of Minnesota, and I quote the following from their report:

"We heard of some objection to the climate in all the camps we visited except at Camp Kearney, San Diego, Cal."

Again: "At Camp Kearney, near San Diego, Cal., we heard nothing but favorable comments about the climatic situation."

And, again: "At Camp Kearney no artificial heat is required."

And the strongest statement, in my opinion, is this: "Since the opening of the camp the men there had not lost one hour on account of weather conditions."

The CHAIRMAN. All right.

Mr. BRITTEN. Capt. McKean said, in reply to a question by Mr. Roberts:

Mr. ROBERTS. I understand you to say that in this $5,133,000 you are including some money to be expended at that site at San Diego?

Capt. MCKEAN. That is for the development of a station for aeronautics, pure and simple.

Mr. ROBERTS. That would go into buildings, would it not, or into appliances?

Capt. MCKEAN. No. Some of it would go into buildings and some into hangars, and some of it into grading ground, etc., and making the launching ways, etc., but that

would be a minimum. It would simply be fitting for aeronautic use the site that you give us.

Mr. ROBERTS. I understand, but some of it is contemplated not for maintenance but for original construction?

Capt. MCKEAN. Oh, yes; that is especially separated here.

You have had $750,000 to be expended out there?

Mr. BROWNING. But he says it has been expended.

Mr. BRITTEN. Not a dollar has been expended there, and the captain, up to the present time, has not indicated to the committee that any of it is going to be expended, if I understood him correctly. Just tell the committee if it is your intention to spend that $750,000, and, if so, how?

Mr. KELLEY. I have the same impression that Mr. Browning has, that this $750,000 was a portion of the $5,000,000 that you speak of and that the whole amount has been utilized for improvements on the Atlantic coast.

Mr. BROWNING. That is what I understood.

Mr. KELLEY. So that there is not $750,000 available?

Mr. HICKS. That is my understanding, too.

The CHAIRMAN. Please explain that to the committee?

Capt. IRWIN. I said that the entire $5,000,000 of the 1917 appropriation had been expended on other things.

The CHAIRMAN. Where did you expend that $5,000,000?

Mr. BROWNING. Let me get that clear. Has not the whole of the $5,000,000 been spent?

Capt. IRWIN. Yes, sir.

Mr. BROWNING. Then there is not $750,000 available for San Diego?

Capt. IRWIN. No, sir. Every year the entire aviation appropriations are appropriated by Congress in one budget and they are allotted by the Secretary of the Navy afterwards for certain specific things. We could not have expended the $750,000 in the 1917 appropriation on San Diego because we did not have the land at that time.

The CHAIRMAN. I understand that, and have so stated before.

Mr. BRITTEN. Is that the reason you are not going ahead at San Diego?

Capt. IRWIN. We have funds available all along.

The CHAIRMAN. He has unexpended balances of aviation money, but the $5,000,000, as I understand it, was expended in 1917 for other purposes, that is, for other aviation purposes?

Capt. IRWIN. Yes, sir.

Mr. BUTLER. Can a part of the funds you speak of be used for San Diego, or are they specific appropriations?

Capt. IRWIN. They are not specific appropriations; but I have made a reservation in my 1918 appropriations, for instance, to the effect that $750,000 ought to be expended for San Diego.

Mr. BRITTEN. You have that money in the Treasury?

Capt. IRWIN. Yes, sir.

Mr. BRITTEN. And unexpended?

Capt. IRWIN. Yes, sir.

Mr. BRITTEN. That is the way I understood it.

The CHAIRMAN. But it is the 1918 appropriation and not 1917?

Capt. IRWIN. Yes, sir.

Mr. BRITTEN. Tell the committee, Captain, just what you are going to do with this $750,000 that you have set aside for use at San Diego.

Capt. IRWIN. I would like to answer that question in this way: That we would like to go ahead with San Diego as rapidly as we can, but Lieut. Commander Towers told you the status of the allotment of the funds for the construction work.

Mr. BRITTEN. As I recall Lieut. Towers's statement he said that he saw the Secretary last Saturday and presented a plan for the development of that field; that the expenditures required under that plan were $1,750,000; that the Secretary indicated he would not approve the expenditure of that amount of money but indicated that you might go ahead with the expenditure of $750,000 for the time being?

Capt. IRWIN. Yes, sir.

Mr. BRITTEN. Am I correct so far, Lieutenant?

Lieut. Commander TOWERS. Yes, sir. There is a slight addition which should be made there, that the Secretary indicated to me that we should apply to Congress or to this committee and state to this committee that we desired to spend an additional million dollars to complete the development out there, and that that would be satisfactory to him. I informed him that it had not been included in our estimates because the estimates we are discussing to-day were put in last September, when we did not know it would cost so much.

Mr. BRITTEN. Then pending action by this committee and by Congress on this additional $1,000,000 is it the intention of your office to do nothing with San Diego and just wait for the increased appropriation, or are you going ahead under certain plans?

Capt. IRWIN. We would go ahead.

Mr. BRITTEN. All right; what are you going to construct?

Capt. IRWIN. I think the first thing we would construct out there would be hangars.

Mr. BRITTEN. Have you plans for them?

Capt. IRWIN. Yes, sir.

Mr. BRITTEN. How long have you had plans and specifications for these hangars?

Capt. IRWIN. Oh, we have had them, probably, for three months; that is, the latest design of hangars. As Lieut. Commander Towers explained, the machines are increasing in size all the time and we have to change our plans for hangars accordingly.

Mr. BRITTEN. And they have increased in size everywhere else?

Capt. IRWIN. Yes; and we have hangars under construction down there that are not going to take in the biggest machines that we contemplate to-day because the construction was begun two months ago.

Mr. BRITTEN. But you have an established plan and have had for three months past?

Capt. IRWIN. Yes, sir.

Mr. BRITTEN. Have you taken any bids from contractors for hangars at San Diego?

Capt. IRWIN. No; because the department has not yet allotted any special amount of money that we can spend.

Mr. BRITTEN. But you have $750,000 that has been transferred from 1917 to 1918?

Lieut. Commander TOWERS. The allotment of this money must be made by the Secretary. The plan was submitted to him as a general

scheme, but which he has not approved. That money is not yet available to be spent; the allotment has not been made by the Secretary. He directed me to go over the matter with Yards and Docks and get it redrawn to show exactly how we would spend the $750,000.

Mr. BRITTEN. When was that direction given?

Lieut. Commander TOWERS. Saturday. I conferred with Yards and Docks yesterday and they are working on it at the present time.

Mr. BRITTEN. In other words, you are only now getting down to the point where you are going to spend this $750,000 for the construction of hangars and other improvements with the view to starting your training on the island. Is that the idea?

Lieut. Commander TOWERS. Yes, sir.

Capt. IRWIN. We will start training before that in the temporary buildings turned over by the Army.

Mr. BRITTEN. Why have you not gone ahead with the construction of the hangars before now?

Capt. IRWIN. Because we could not go ahead with the construction work while the Army was operating.

Mr. BRITTEN. I mean within the last three or four months. The Army has not been operating in the last three or four months, has it?

Capt. IRWIN. Yes, sir; they were operating there last week, as far as I know, and are still operating there.

Mr. BRITTEN. You have no well-defined plan for the thing yet, even though the Army were out of there?

Lieut. Commander TOWERS. We have a perfectly defined plan, but it is under consideration.

Mr. BRITTEN. It has not been approved?

Lieut. Commander TOWERS. No, sir.

Mr. BRITTEN. Then you have no approved plan?

Lieut. Commander TOWERS. No, sir.

Mr. MCARTHUR. When I was there, in November, I saw 24 Army planes in the air at one time.

Mr. BROWNING. May I ask a few questions about the Cape May proposition? Has the Government acquired the land at Cape May?

Capt. IRWIN. I do not think it has actually been acquired yet. That is in the hands of the solicitor.

Mr. BROWNING. When the Secretary, or somebody else, was before the committee at the last session it was stated that they had a clear title to the land?

Capt. IRWIN. Who said that, sir?

Mr. BROWNING. The solicitor said the title would be clear. Since that time I have understood—and this is what I want to know about—that Mr. Shields, who thought he could give clear title to the land, has been unable to fulfill his contract in this respect. Of course, the Government has the right to condemn and take the land?

Capt. IRWIN. Yes, sir.

Mr. BROWNING. I understand that the firm of Wilson & Carr have acquired title to that whole property, including the land on which the Government was at that time. I do not know just how they secured the title, whether through foreclosure or in some other manner, but I understand they own that property, including the hotel. I want to inquire what has been done, whether the Government has acquired the land, either through condemnation or in some other way?

Capt. IRWIN. I talked to the solicitor about two weeks ago with reference to this matter and I understood from him that the land had not been acquired because the Government was not able to get a clear title to it.

Mr. BROWNING. And yet the solicitor told us the title would be clear?

The CHAIRMAN. We were told at the same time that it was not clear, because I filed a letter showing that there was a controversy as to the title, and the President was given plenary power to condemn.

Mr. BROWNING. That property was purchased by the law firm of Wilson & Carr.

The CHAIRMAN. But it can be condemned.

Mr. BROWNING. I understand that, and I wanted to know whether it has been condemned and the title acquired by the Government. I have been told that the hotel property—which we call the million-dollar hotel—has been acquired by the Army for hospital purposes.

Mr. BUTLER. I understand it is rented at $100,000 a year.

Mr. BROWNING. I do not know exactly about that, but I would like to know whether any steps have been taken to condemn that land.

Capt. IRWIN. I would rather have you get that information from the solicitor.

Mr. LITTELPAGE. You do not attend to the law business?

Capt. IRWIN. No.

Mr. BROWNING. All of this came out in the hearings at the last session and I happen to be familiar with the property. It is not in my district, so that I am not interested from that standpoint. However, I know the parties who attempted to sell this land to the Government very well, and I want to know whether the Government intends to condemn that land and take it, because I think that action ought to be taken.

Capt. IRWIN. Nothing has been done looking to the condemnation of the land, so far as I know, and yet the department wants to get it.

Mr. BROWNING. I presume it will be necessary to condemn it now?

Capt. IRWIN. Yes, I think that will be the action taken.

Mr. HICKS. Since Mr. Browning has asked you about Cape May, let me ask you about Montauk. How many acres have you at Montauk?

Lieut. Commander TOWERS. I think between 39 and 40 acres.

Mr. HICKS. Under lease?

Capt. IRWIN. Yes, Sir.

Mr. HICKS. Where is it—on the shore of that pond there?

Capt. IRWIN. It is between the pond and the ocean front.

Mr. HICKS. Where do the men land—in the water?

Capt. IRWIN. In the pond. The runway runs down into the pond.

Mr. HICKS. I asked that because in the winter time that is frozen over?

Capt. IRWIN. Yes, sir.

Mr. HICKS. So there is very little training going on there at the present time?

Capt. IRWIN. There is no training going on there, because that is a patrol station.

Mr. HICKS. A patrol station entirely?

Capt. IRWIN. Yes, sir. I think we have some dirigibles there, but of course they operate from the land.

Mr. HICKS. From whom do you lease that land?

Capt. IRWIN. It is leased from the Long Island Land & Improvement Co., I think, which is controlled by the Long Island Railroad Co., which, in turn, is controlled by the Pennsylvania Railroad Co. They do not want to sell that property, but the Secretary has signed an order directing the solicitor to take it over, to acquire it.

Mr. HICKS. Do you know how much we are paying for that land?

Capt. IRWIN. No, sir; but I can put that in the hearing.

Mr. HICKS. I wish you would.

Capt. IRWIN. It is necessarily based on the valuation of the land, but I can give you the exact figures. The price they ask for the land, even if they have to sell it, the solicitor considered too high, and he said he was gonig to enter proceedings to acquire it. The lease of land at Montauk is $1,300 per year for 39 acres.

Mr. HICKS. Have you expended much money in a plant at this place?

Capt. IRWIN. Probably $300,000.

Mr. HICKS. They are permanent buildings, are they?

Capt. IRWIN. Yes, sir. They are all frame buildings, except the steel hangar.

Mr. OLIVER. Do you think it would be wise to hereafter protect the interests of the Government by having Congress authorize and direct that where leases for property are made for the purpose of using it for a number of years that those leases shall contain—if a large expenditure is necessary in order to make its use possible during the lease period—a clause giving to the Government the right to purchase at the expiration of the lease for an agreed sum?

Capt. IRWIN. You mean to have that made general legislation?

Mr. OLIVER. Yes; in reference to all appropriations authorizing you to lease. Do you not think the interests of the Government would be more greatly safeguarded if, at the expiration of the lease, we authorized and directed that a clause be inserted that the Government should have the right to purchase at an agreed appraised value?

Capt. IRWIN. Why not at any time during the life of the lease?

Mr. OLIVER. Well, of course, it could be at any time during the lease.

Capt. IRWIN. Instead of waiting for the expiration of the lease?

Mr. OLIVER. It could be made at the expiration of the lease or before?

Capt. IRWIN. Yes; I should think that would be a very good idea.

Mr. OLIVER. In other words, you do not anticipate that where you contemplate spending several hundred thousand dollars on property for temporary purposes during the war it would be unwise to require an agreement for the purchase of the land at an agreed appraised value at the expiration of the lease?

Capt. IRWIN. I think that would be a very good idea.

Mr. BRITTEN. Captain, tell the committee, please, how soon these plans and specifications that are being drawn and prepared by the Bureau of Yards and Docks for San Diego will be completed, approximately?

Capt. IRWIN. I will refer you to the Secretary of the Navy.

Mr. BRITTEN. I do not think that is quite a fair reply.

The CHAIRMAN. He does not know when the other bureau will complete its work.

Mr. LITTLEPAGE. In other words, he is waiting for the Secretary of the Navy?

Mr. BRITTEN. Probably Lieut. Commander Towers, who has been in communication with the Bureau of Yards and Docks, can tell us how soon those plans will be completed, so that they can proceed with the proposition.

Lieut. Commander TOWERS. If the Secretary will accept, as he indicated he would the other day, a plan for merely building a part of the present contemplated layout, there is no reason why it should not be placed before him by the latter part of this week. It is a question of determining the relative importance of the contemplated buildings.

Mr. BRITTEN. Then it is your intention to go ahead with the $750,000, and that development will be made with a view to adding another million dollars' worth of buildings just as though $1, 750,000 had been appropriated in a lump sum?

Lieut. Commander TOWERS. Yes, sir. That is what I asked the Secretary for permission to do, and although he did not state it in so many words, he indicated that was satisfactory to him. But, of course, he can not definitely tell until the plan is laid before him.

Mr. BRITTEN. You do not think that any further delay should occur in the completion of this original set of plans, the taking of figures, and the starting of construction down there, do you?

Lieut. Commander TOWERS. No, sir; not if we get a final approval of the project to spend $750,000 as a part of the whole plan.

Mr. BRITTEN. Not necessarily as a part of the whole plan. What I want to ascertain is this: Suppose Congress does not grant another million dollars, the plan that is now being developed will provide for the expenditure of $750,000 along certain lines?

Lieut. Commander TOWERS. Yes, sir.

Mr. BRITTEN. There is no question about that improvement going ahead, is there?

Lieut. Commander TOWERS. No, sir.

Mr. BRITTEN. There is a plan, however, for an additional million dollars?

Lieut. Commander TOWERS. Yes, sir. But we could go ahead much more quickly if we were permitted merely to take from this complete plan the most important buildings and the most important improvements, amounting to $750,000, and put them through, and then be able to operate on a similar scale with the additional money.

Mr. BRITTEN. The estimates embodied in this bill were prepared last September; since then certain changes have occurred making this additional $1,000,000 desirable for the carrying out of certain objects that have arisen since you made the estimate?

Lieut. Commander TOWERS. Yes, sir.

Mr. BRITTEN. What other things have arisen since then that makes you want to raise this amount?

Lieut. Commander TOWERS. Capt. Irwin has a complete financial statement there.

The CHAIRMAN. I will take that up with him in a moment. Last year, in the original and supplemental appropriations, you had an aggregate appropriation of about $61,000,000. You are now asking

for $94,000,000. I wish you would give us some idea as to the things which have occasioned the necessity for that increase, whether that amount will be sufficient to meet your needs, or whether you desire to submit a supplemental estimate in addition to the $94,000,000.

Capt. IRWIN. At the time this estimate was prepared the department had fixed on a certain policy of establishing a certain number of stations abroad, and most of the increase in this estimate comes about by supplying, equipping, and operating those stations abroad. Since that time, in accordance with recommendations received from our allies and from our representatives abroad, the type has been changed, so that the ultimate cost of providing, equipping, and operating these stations will practically be doubled.

The CHAIRMAN. How much do you want in addition to the $94,000,000, if anything?

Capt. IRWIN. To summarize, the amount asked for operations abroad out of this $94,000,000 was $41,977,500. The increase in the size of these stations, as I explained, practically doubles that, so that that amount should be added on to the original estimate. Without giving all of the details, and to sum up, I made out an estimate of what we planned to do that amounted to $72,780,000, and then I added on 30 per cent as the possible increase necessary to meet the requests for next year. Then taking the doubled activities abroad it would increase the $72,780,000 to $116,757,700; then add on 30 per cent and it would bring it up to $151,785,010. I have an estimate from the Bureau of Construction and Repair, which supplies the planes, from the Bureau of Steam Engineering, which supplies the engines for the planes, and from the Bureau of Yards and Docks, showing that they will require for the rest of this fiscal year——

The CHAIRMAN (interposing). We can not take care of that. Did you not put that in your deficiency estimate?

Capt. IRWIN. I wanted to explain that to you and ask whether it could not be included?

The CHAIRMAN. We will try to make the whole thing available, as far as that is concerned.

Capt. IRWIN. That is what I was going to explain. They asked for $51,000,000, approximately, for the rest of this year. There is now available $14,700,000; deducting that, would make a balance of $36,257,959 for this year. Adding that on, if this appropriation could be made available immediately, would make a total of $188,042,969. This amount will supply the funds needed for San Diego, provided it is considered desirable to expend an additional million at that point.

Mr. OLIVER. I think it well that this statement be made here: That Capt. Irwin gave in detail the reasons for this appropriation, but that it was not thought wise to set them out in the public record.

Capt. IRWIN. I consulted Admiral Benson and the Secretary of the Navy about this increase before I came here and they authorized me to present it to the committee.

(Thereupon, the committee adjourned.)

[No. 15.]

**COMMITTEE ON NAVAL AFFAIRS,**
**HOUSE OF REPRESENTATIVES,**
**Washington, D. C., February 18, 1918.**

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. The committee will come to order. Gentlemen, I want to call up H. R. 9747, "a bill to provide temporary increased rank for officers of the United States Coast Guard while operating as a part of the Navy during the period of the present war, and for other purposes," and I requested Admiral Palmer, Chief of the Bureau of Navigation of the Navy, and Capt. Bertholf, of the Coast Guard, to come before the committee this morning, in order that we might have their explanations, one from the Navy viewpoint and one from the Coast Guard viewpoint, and they have asked other officers to come with them, all of whom we are glad to have.

**STATEMENTS OF REAR ADMIRAL LEIGH C. PALMER, CHIEF OF THE BUREAU OF NAVIGATION; CAPT. ELLSWORTH P. BERTHOLF, CAPTAIN COMMANDANT OF THE COAST GUARD; CAPT. WILLIAM C. WATTS, JUDGE ADVOCATE GENERAL OF THE NAVY; CAPT. CHARLES McALLISTER, ENGINEER IN CHIEF OF THE COAST GUARD; CAPT. JOHNSON, CAPT. LANING, AND COMMANDER COFFEY.**

The CHAIRMAN. Admiral Palmer, I will ask you first to state to us what you have to say and what recommendations you have to make with reference to this bill. Have you given it any study?

Admiral PALMER. Yes, sir. This bill was gotten up in order to make arrangements to have better assignments of officers in accordance with the duties which the Navy requires of them. Details of it were prepared after several conferences with the Secretary, and the bill as prepared by the Navy Department and approved by the Secretary was sent to the Coast Guard for comment. After that, as the officers of the Coast Guard wished to have some changes in the bill, a conference was called by Mr. Daniels in his office at which the officers that are here present were present to come to some agreement as to the points where there were differences, and at the end of that conference the Secretary adhered to the plan of asking that this bill be the one which should be put on record and sent to Congress. He felt that he did not want to make any permanent promotions; that is, those that were not necessary for a strict carrying on of the war, and he called me in this morning to say that he not only appreciated most highly the services of the Coast Guard, and they were of the greatest importance and a valuable addition to our service, in which all of our officers fully concur, but he felt that he ought not to do anything at this time not necessary for the efficiency of the naval service in carrying on the war.

The CHAIRMAN. The proposed legislation with reference to promotions in the Navy itself is only temporary.

Admiral PALMER. Yes, sir; Mr. Daniels made that point this morning, that although the Chief of the Bureau of Navigation and the General Board and the Chief of Operations had requested that we have a permanent increase now, yet he felt that he had better postpone that until further along in the war, and has advocated only a temporary increase, and he brought that up in his conference with the Coast Guard and naval officers the other day.

Mr. BUTLER. Is it proposed to ask for a permanent grade for the Coast Guard?

The CHAIRMAN. Nothing is permanent; it is all temporary.

Mr. BUTLER. I understand it is all temporary, but I did not quite understand the question he asked.

The CHAIRMAN. He said that the Secretary was unwilling to recommend at this time any permanent promotions or permanent increases, and I just remarked all proposed legislation for the Navy itself was only temporary, so that they are both the same.

Mr. BUTLER. Does not H. R. 9747 provide only for temporary promotion?

The CHAIRMAN. That is all.

Admiral PALMER. Yes, sir.

Mr. BUTLER. Then what is the matter with it?

The CHAIRMAN. Nothing at all. He was just explaining that the Secretary did not recommend permanent but only temporary increases.

Mr. BUTLER. You introduced H. R. 9747?

The CHAIRMAN. Yes, sir.

Mr. BUTLER. And that has the indorsement of the department?

Admiral PALMER. That has been recommended by the department.

The CHAIRMAN. This is the bill sent down by the department and provides for a temporary increase. I would like to take up a few questions with regard to the bill itself. It provides for promotion below the rank and grades of captain and captain of Engineers up to the ranks and grades of the Coast Guard not above captain and captain of Engineers. That corresponds to lieutenant commander in the Navy, as I understand it?

Admiral PALMER. Yes, sir.

The CHAIRMAN. And major in the Marine Corps?

Admiral PALMER. Yes, sir.

Mr. BUTLER. It shuts it off at that point?

The CHAIRMAN. Yes, sir; with one exception that I will call attention to later on. There is one section that I will call attention to later on in the bill.

Mr. BUTLER. You are going to make an exception for one man?

The CHAIRMAN. No; it is for one rank. I will call attention to it in just a moment.

The first proviso is that such temporary promotions may be to such rank and grade in the Coast Guard not above captain or captain of Engineers as corresponds to the rank and grade that may be obtained in accordance with law, either permanently or temporarily, in line officers of the Regular Navy of the same length of total service. That is a running-mate provision, as I understand it?

Admiral PALMER. Yes, sir.

The CHAIRMAN. It uses there a parenthetical clause, "Either permanently or temporarily." Is that a permanent running-mate clause?

Admiral PALMER. If our people got up, whether they were permanent or temporary, the running-mate clause would provide for them.

The CHAIRMAN. But the running-mate provision is only a temporary provision during the war?

Admiral PALMER. During the war; yes, sir.

The CHAIRMAN. The second proviso is "That constructors of the Coast Guards now authorized by law who shall have had as much total service as the officer of the construction corps of the Navy at the foot of the permanent or temporary list of those with the rank of lieutenant commanders, may be temporarily promoted to the rank of captain of the Coast Guards." That is lieutenant commander?

Admiral PALMER. Yes, sir.

The CHAIRMAN. And I understand that there were two in the construction corps and only two?

Admiral PALMER. Only two.

Mr. BUTLER. Do I understand that there are constructors in the Coast Guard?

The CHAIRMAN. There are constructors in the Coast Guard.

Mr. BUTLER. And what rank do they have?

The CHAIRMAN. Their present rank is below lieutenant commanders. I do not know what it is.

Capt. BERTHOLF. First lieutenant; the same as a senior lieutenant in the Navy.

Mr. BUTLER. Or a first lieutenant in the Army or——

The CHAIRMAN. It would be a captain in the Marine Corps.

Mr. BUTLER. Yes. And it is proposed by this——

The CHAIRMAN (interposing). This is a running mate provision that allows them to run up to lieutenant commander.

Admiral PALMER. That is the limit of the temporary promotions.

Mr. BUTLER. Yes, sir. I am only looking for the place where the chairman suggested.

The CHAIRMAN. We have not come to that.

The next proviso is "That service for the purposes of this act shall include service as a cadet, cadet engineer, or midshipman, as the case may be, and service in the Coast Guards to be counted must have been continuous." Did not we repeal several years ago the law allowing the service as midshipman to be counted in longevity?

Admiral PALMER. Yes, sir.

Mr. BUTLER. What year was that done?

The CHAIRMAN. We repealed that six or seven years ago. Why should it be counted here now?

Capt. MCALLISTER. It should not.

Capt. LANING. That will not be retroactive. It is counted now for our lieutenant commanders or people up that high.

The CHAIRMAN. In other words, those who were in the service prior to the repeal of that act, they hold that in their longevity?

Capt. LANING. Yes, sir.

The CHAIRMAN. It was only after the passage of the act?

Capt. LANING. Yes, sir.

The CHAIRMAN. This is only with reference to the running mate provision, with reference to those who got the longevity of it before the repeal of the act?

Capt. LANING. Yes, sir.

The CHAIRMAN. That is what I wanted to get.

Mr. BUTLER. Does that alter in any way the status of these people? Does it give them any greater rank than they already had?

The CHAIRMAN. No. It does not increase them. It is only a method of computation as to those who had the longevity. In other words, we have got two conditions. A part of the Navy, the midshipman service is counted in the longevity, but since the repeal of that act the midshipman service is not counted.

Mr. BUTLER. Heretofore?

The CHAIRMAN. Yes, after the repeal of the act, and this is, as I understand it, simply to allow the longevity for those as to whom it was counted prior to the repeal of that act.

Capt. BERTHOLF. No; it takes them all in.

Mr. BRITTEN. In other words, this act does not go back six or seven years ago at all?

Capt. BERTHOLF. It has no relation to longevity pay, but in order to ascertain who is the Navy running mate of an officer in the Coast Guard, they start with a certain date, when he first entered the service as a midshipman, and when he first entered the Coast Guard as a cadet, instead of canceling off one cadet service against the other as a training period they take the total length of service. For instance, a man may have been in the Navy as a commissioned officer for four years—this plus his four years in the Naval Academy, which gives a total of eight years. The officer in the Coast Guard who has been four years in the service as a commissioned officer, would add his three years at our academy, giving him a total of seven years. The engineer officer, who has four years commissioned service would add his one year at our academy, giving him a total of only five years' service. So the idea is to count everybody's total service, including all of his training service. This is simply a method of computing service, and it stops when the war ends.

Capt. WATTS. It is only for the purpose of this act.

Capt. BERTHOLF. It is only for the purpose of this act.

Mr. BUTLER. I understand that the provisions of that repeal act will not apply to this temporary service.

Capt. BERTHOLF. It has no connection whatever.

Mr. BUTLER. In this temporary service, they will all get the benefit of their four years?

Capt. BERTHOLF. Oh yes, those that have it.

The CHAIRMAN. It seems to me, with your interpretation, you are giving the benefit of this four years' service to those who, without this provision, would not get it.

Capt. BERTHOLF. Well, in a way, yes. This rule makes no difference whatever to the Navy. The only difference this rule makes is in its effect on the Coast Guard. If in a running-mate proposition you begin the computation from the date of commission, you would eliminate the cadet service in either service, but this arrangement proposed in the bill counts all of the service in both services. Of course it works to the particular disadvantage of some officers who have not had as much training service as somebody else.

The CHAIRMAN. Why not take it for commissioned service?

Capt. BERTHOLF. I suggested commissioned service, but it is not what this bill calls for.

The CHAIRMAN. I know it is not; but I ask why not take it for commissioned service?

Capt. BERTHOLF. Admiral Palmer can, perhaps, answer that.

The CHAIRMAN. In other words, Congress felt when it repealed the provision authorizing midshipman service to be counted as part of service, that it was really not service, that it was school training; and they repealed that law because it was school service, and made it date from their commissions instead. Why not equalize this by putting the Coast Guard and the others in the running-mate provision from date of commission?

Mr. BROWNING. Where is the Coast Guard school?

Capt. BERTHOLF. New London, Conn.

Mr. BROWNING. How long have you been there?

Capt. MCALLISTER. Ten years.

Mr. KELLY. How large is it; how many pupils have you?

Capt. BERTHOLF. Forty-two now.

Mr. BROWNING. I have been going there for 10 years and I have never seen it.

Capt. LANING. This clause, as we understand it, does not affect pay at all. The change that you made in the longevity clause several years ago merely did not help your cadet service in giving increase of pay, but as for measuring the rank, you could still go ahead and use it to measure rank without in any way affecting the intent of the last law.

The CHAIRMAN. But the effect of it is, in the last analysis—if you count the four years as a part of the service as so many years' service up to lieutenant commander, they come up by length of service, and he gets to be lieutenant commander four years earlier than he would if you started from commission.

Capt. WATTS. No.

Capt. BERTHOLF. It does so far as the Coast Guard is concerned is what he means.

The CHAIRMAN. We repealed constructive service, and my recollection is now that the running-mate provision that we took in a year or more ago with reference to the Navy is commissioned service?

Admiral PALMER. Yes.

The CHAIRMAN. This is adding four years onto commissioned service, and is to that extent a four years' advantage over the running-mate provision in the Navy. What is the reason of putting this in in this way?

Capt. LANING. The midshipman requires four years to go through and it does not take so long for the cadets to go through the Coast Guard. The officers in the Coast Guard would have a distinct advantage over the others, because it would count from the date of their commissions, whereas the man in the line, his total service would not count. He would lose his four years.

The CHAIRMAN. But the other side of that argument is that you postpone one man three years under this measure and expedite the other one.

Capt. BERTHOLF. To count only commissioned service will advantage Coast Guard officers but will not disadvantage naval officers

It will not reduce the rank or pay of the latter at all. By counting only commissioned service, the effect will be to promote some more Coast Guard officers than under this bill as now worded.

The CHAIRMAN. It seems to me that all of it ought to count in the running-mate service from the date of commission and not run antagonistic to the act of Congress repealing constructive service.

The next proviso, "That nothing contained in this act shall disturb the relative position"—in other words, you will come up in the line of seniority in the running-mate provision.

Capt. BERTHOLF. Yes, sir.

Mr. BUTLER. Up as far as lieutenant commander?

The CHAIRMAN. Yes.

Capt. BERTHOLF. As I understand it, nothing is disturbed. For instance, we will take an officer of the rank of second lieutenant, and a certain length of service, and next below him is some officer who has been in the service a longer time but has been dropped, and this would prevent him from jumping this first fellow. They go up in the order of their seniority.

The CHAIRMAN. No.

Capt. BERTHOLF. That is what I understood this provision was for.

The CHAIRMAN. That is the way I understood it.

SEC. 2. That officers holding permanent positions as captains in the United States Coast Guard who are commanding, or may during the period of the present war command, vessels of the Coast Guard or Navy in active commission of 420 or more tons' displacement shall, after being assigned to such command until relinquishing thereof, have the temporary rank, pay, and allowances of senior captains of the United States Coast Guard, provided that all officers temporarily advanced in rank pursuant to this section shall take precedence among themselves according to their relative positions in their permanent grades.

That is the one I spoke to you about Mr. Butler. That was the exception.

Mr. BUTLER. I can see that.

The CHAIRMAN. Let me ask a question or two.

Mr. BUTLER. Go ahead.

The CHAIRMAN. How many would that give the position of senior captain?

Capt. BERTHOLF. Depending, of course, on who were sent to sea at the present time. There are 31 in the captains' list authorized by law. At the present time there are 14 in command of vessels. As time goes on and the demand for commanding officers increases, no doubt others would be sent to sea also.

Capt. JOHNSON. There are only ten of them now in Coast Guard units.

Mr. BROWNING. What are senior captains?

The CHAIRMAN. He has the rank of commander. It will take him up to the equivalent rank of commander.

Mr. BROWNING. Are there any other senior captains in any other service except the Coast Guard?

Capt. BERTHOLF. Not of that title.

Mr. BROWNING. And what is the corresponding rank in the Navy?

Capt. BERTHOLF. Commander.

The CHAIRMAN. This has no limitation there. It is only a question of how many would be detailed to service at sea.

Capt. BERTHOLF. Up to the 31.

The CHAIRMAN. Up to the 31. So that all of your captains might, under that provision, have the rank of commander?

Capt. BERTHOLF. It is possible, but not at all probable.

The CHAIRMAN. It is very probable, though, that you would have half of them?

Capt. BERTHOLF. Oh, yes.

The CHAIRMAN. And maybe more than half of them, because you had 14 at sea not long since. Temporarily you have withdrawn 4 of them from sea and have now 10 transferred. In a month's time there might be more sent to sea and instead of having the rank of lieutenant commander, they would have the rank of commander?

Mr. BUTLER. While they are at sea on a boat of 420 tons displacement.

Admiral PALMER. Or over; yes.

The CHAIRMAN. How large a boat is 420 tons?

Admiral PALMER. The average is about 1,000 tons. This gives it a limit—this came up, not on the Coast Guard people making the request so much, but on the recommendation of our officers abroad that officers who are afloat in charge of Coast Guard work, and those that they can assign to vessels in the war zone now commanded by commanders, be given this rank of commander.

The CHAIRMAN. Do commanders abroad serve on a boat of 420 tons in the Navy?

Admiral PALMER. No, sir.

The CHAIRMAN. Do any of them?

Admiral PALMER. Commander Coffey, could you say that anyone does?

Commander COFFEY. I do not think so.

The CHAIRMAN. Have not you fixed a very low tonnage?

Admiral PALMER. Our destroyers are 750 tons. We have a few commanders on those, but they were temporarily promoted while on board.

Capt. LANING. There are commanders on some of them.

Admiral PALMER. There are commanders on some 750-ton destroyers. I can not think of any one that is commander on a boat of 420 tons.

Capt. BERTHOLF. Where did you get that tonnage?

Capt. LANING. I think that is the smallest seagoing cutter that had a commander in command, the 1st of last January; a year ago.

Commander COFFEY. No; I took the Coast Guard register and picked out the boats that had captains of the Coast Guard on board of them and then used the smallest, which is 420 tons displacement.

Admiral PALMER. All of those who would be put afloat would be promoted.

Mr. BUTLER. In other words, there would be no boats under 420 tons?

Admiral PALMER. That is all.

Mr. BROWNING. How large is a boat of 420 tons? What is one of these chasers, these small chasers?

Admiral PALMER. Our 200-foot chasers are about 400 tons—those new Ford boats that they are getting out.

Mr. BUTLER. They will weigh about 400 tons?

Admiral PALMER. Yes, sir; about 400 tons. We will not have any commanders on those.

Mr. BROWNING. No; but what I am getting at, I wanted to know how large a boat of 420 tons would be.

Admiral PALMER. It would be a vessel probably about—you could only guess—approximately 200 to 250 feet long.

Mr. BROWNING. How many tons are our small submarines?

Admiral PALMER. The smallest run down to——

Mr. BROWNING (interposing). No; I do not mean the old type.

Admiral PALMER. About 450.

Capt. JOHNSON. I can give you that information. The 420 tons was based on the Morrell, and her length is 125 feet, her beam is 24 feet, and her draft 9 feet 6 inches. She is a 125-footer. This 420 tons is the smallest vessel we have that is commanded by a captain.

Mr. BRITTEN. May I ask just one question? How many of your 31 officers of this rank are in the war zone on the other side?

Capt. JOHNSON. Of the 31 captains?

Mr. BRITTEN. Yes, sir.

Capt. JOHNSON. There are five.

Mr. BRITTEN. What are the other 26 doing?

Capt. JOHNSON. They are commanding vessels along the coast of the United States, both sides, on the Gulf; two of them are commanding vessels of the Navy and the rest of them are scattered around doing shore duty in the naval districts. In nearly every district—in fact, I think in every district, we have a Coast Guard officer, for information, and they are in charge of training camps.

Mr. BRITTEN. How many of the 26 have shore duty?

Capt. JOHNSON. I will have to figure it up for you.

Capt. LANING. I will give it to you.

Mr. BUTLER. It is not proposed to raise the rank unless they go to sea.

Mr. BRITTEN. I want to know what they are doing now, and what is the character of vessel used by the remainder.

The CHAIRMAN. While he is looking that up, I want to ask a question or two. This is not limited to war service abroad, but all war service, and when he is on any boat anywhere he is on war service?

Admiral PALMER. Yes, sir.

The CHAIRMAN. So that it would comprise every captain who is aboard a ship of 420 tons, which is the smallest ship that we have in the Coast Guard. In other words, it resolves itself into the rank of commander for every captain who would be afloat?

Admiral PALMER. Every captain afloat; yes, sir.

Mr. BUTLER. Provided his boat is above 420 tons.

The CHAIRMAN. A 420-ton boat is the smallest they have in the service?

Capt. BERTHOLF. There are 13 on sea duty now.

Mr. BRITTEN. That would leave 13 on land duty.

Capt. BERTHOLF. There are 10 in naval districts. There is 1 on sick leave and there are 7 on shore duty for the Coast Guard, doing peculiarly Coast Guard functions. That accounts for the 31.

The CHAIRMAN. Let me ask a question or two with reference to the direct matters here so that we can get the information in concrete form. How many boats have you in the Coast Guard Service?

Capt. BERTHOLF. Of the sea going, 21 now. We did have 23.

The CHAIRMAN. How many have you above 420 tons that are in the water?

Capt. BERTHOLF. Twenty-one.

The CHAIRMAN. Twenty-one all told?

Capt. BERTHOLF. Above that limit, yes.

Mr. BRITTEN. That means all of them.

Capt. BERTHOLF. Of course they got that limit from our register, you see.

The CHAIRMAN. That is all of the boats you have?

Capt. BERTHOLF. That is all the Coast Guard boats.

The CHAIRMAN. Do you have Coast Guard men in command of other boats that do not belong strictly to the Coast Guard?

Capt. BERTHOLF. Oh, yes, when the Bureau of Navigation requests it.

The CHAIRMAN. Then they would be in command of a boat above 420 tons, if it was above that?

Capt. BERTHOLF. Oh, yes.

The CHAIRMAN. What is the largest boat that you have in the cosat guard service?

Capt. MCALLISTER. Sixteen hundred tons.

The CHAIRMAN. What is about the average?

Capt. BERTHOLF. A thousand.

Capt. MCALLISTER. It would be over 1,000; about 1,100, to correspond with the gunboat type in the Navy as to size.

The CHAIRMAN. Is not 420 tons a mighty small ship?

Capt. MCALLISTER. That is the only one. She happened to be the only seagoing cutter of 420 tons that is carried in that list.

Mr. BUTLER. But might have to put him on a naval vessel.

The CHAIRMAN. But you might put them on a 420-ton naval vessel?

Capt. MCALLISTER. That would be foolish to do that.

The CHAIRMAN. I think so too.

Capt. BERTHOLF. We do not order anybody to go on a naval vessel until we are asked by the Bureau of Navigtaion.

The CHAIRMAN. I understand.

Admiral PALMER. It is possible, but our arrangement for assignments would prevent anything of that kind; but if you wish to cover that very definitely, you could fix it for a different tonnage.

The CHAIRMAN. Suppose that we put it on a basis of 1,000 tons?

Capt. MCALLISTER. Eight hundred would be fairer, because we have vessels in the submarine zone of 800 tons.

Capt. LANING. We have one naval vessel, *Kanawha II*, of 575 tons, commanded by a temporary commander. That is on the other side.

Commander COFFEY. That is the smallest vessel we have commanded by a commander.

The CHAIRMAN. I understand, but you do not want a commander on a canoe.

Mr. BUTLER. No. Let us make this right.

Capt. BERTHOLF. While we are on that subject, this is not the principle that the commandant of the Coast Guard suggested. This gives a man increased rank at the time he goes to sea, which is not a principle now in use in any service whatever.

Mr. BUTLER. That is what you objected to, is it not?

Capt. BERTHOLF. Yes. When the Bureau of Navigation sent that bill over to the Coast Guard for recommendation and comment, I wrote a reply and suggested another form of bill. There was at the

last session, or possibly this session, a bill introduced providing for increased rank of the higher officers of the Coast Guard to the exclusion of the lower officers. The Bureau of Navigation bill considered the lower officers to the excluison of the higher.

I did not think either one of those bills was fair and I so told the Secretary. It seems to me that a bill to be fair—we will leave out the word "fair,"—but it seems to me that every grade should be considered in the same way, here or abroad. I proposed promoting those below the rank of first lieutenant with their running mates in the Navy. I proposed that we promote the captain grade in the Coast Guard, which is lieutenant commander, one grade, the senior captain one grade, and the commandant one grade. That did not meet with approval, because in the Navy they promote by selection above lieutenant commander. I did not know the department would approve selection for the Coast Guard, but selection is a most excellent way to get efficient officers, to my mind, and it would seem to me the better way would be to select a certain number of the captains for temporary promotions during the war and have them selected the same as they select in the Navy. Just what that percentage would be I do not know. Then they would be entitled to their rank, no matter where they may be assigned to duty. For instance, one could easily see—and it is the fact at the present—that officers of the Coast Guard might be obliged to serve on the shore, whether they want to or not, and those who can not go to sea can not get the added rank, and it is a fact that officers ar needed on shore as well as at sea.

The CHAIRMAN. How many captains have you in the Coast Guard?

Capt. BERTHOLF. Thirty-one of line and six of the engineers—37 altogether.

The CHAIRMAN. That makes 37?

Capt. BERTHOLF. Thirty-seven.

The CHAIRMAN. Is that all that you will have?

Capt. BERTHOLF. That is the limit fixed by law. The number of officers in the Coast Guard is fixed for each grade. It is not on a percentage basis.

The CHAIRMAN. I understand; but suppose that a percentage were inserted in lieu of this line here, that some number of them by selection must be promoted to the rank of commander?

Capt. BERTHOLF. "Temporarily for the period of the war."

The CHAIRMAN. Everything is temporary; I am not contemplating anything that relates beyond the war. But there is a certain number of those that might be promoted to the rank of commander in spite of this tonnage basis here.

Mt. BUTLER. And the seagoing feature.

Capt. BERTHOLF. I can not agree. I think that should be left out.

The CHAIRMAN. Leave out the seagoing feature and assign them to such duty as would be the most important.

Mr. BUTLER. I understand that it is a principle of the seagoing feature that he was objecting to; that was objected to by the Coast Guard.

Capt. BERTHOLF. Most decidedly.

Mr. BUTLER. Yes. Here comes an opportunity to promote 27 men if they should happen to be on boats.

The CHAIRMAN. Not all of them.

Mr. BUTLER. But under this bill they could be.

The CHAIRMAN. That is what I am talking about now.

Capt. MCALLISTER. There is no fixed number.

Mr. BUTLER. Rewrite that paragraph. Why couldn't that be done and select a certain number? I think very well of this Coast Guard and I know the chairman of this committee does, too, but do not let us make a precedent here that we will have to come back, tramp all over the ground we have covered for years. Why not rewrite this paragraph and give an opportunity to select a certain number of these captains for promotions? Limit it and not throw the doors open to everybody. How does the chairman's suggestion appeal to you?

Capt. BERTHOLF. That is what I have been trying to get, but the Navy Department did not agree with it.

Mr. BRITTEN. That does not quite cover the situation where an officer of less rank is in command of a boat on the other side. He may be selected in that percentage of 2 or 3 or 5 per cent, whatever it is, and he would still be on the other side with his rank of lieutenant commander.

Capt. BERTHOLF. He takes his chance with the rest of them.

Mr. BRITTEN. That does not improve the situation so far as our naval officers on the other side are concerned. They have made the recommendation?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. But let me ask you this question: As a rule, is it not true that lieutenant commanders in the Navy are commanding ships of 1,000 tons and under?

Admiral PALMER. Yes, sir; they are commanding ships of course of a great deal more tonnage too.

The CHAIRMAN. I understand that, but I am talking about taking the ships of 1,000 tons and under; as a rule, are not lieutenant commanders in command of those ships?

Admiral PALMER. Yes.

The CHAIRMAN. Is it not rare that an officer with the rank of commander is put on a ship smaller than 1,000 tons?

Admiral PALMER. Yes; they are generally lieutenant commanders, and when they are there as commanders, it is probably because the man has been promoted and has not been taken out of that ship.

The CHAIRMAN. And he is in a transition period?

Commander COFFEY. I can give you the figures on that. Outside of the destroyer type, we have the *Wheeling*, commanded by a commander, 990 tons, the *Kanawa II* of 575 tons, and that is all. There are only 2 vessels of under 1,000 tons outside of the destroyers.

Admiral PALMER. And that *Kanawha II* man, will be coming out?

The CHAIRMAN. That was a promotion?

Admiral PALMER. That was true of all of the vessels in the Navy.

The CHAIRMAN. It resolves itself down to two. In other words, what I am getting at is, you are asking for legislation at this session to increase the provision of the act of May 22 last, to allow promotions temporarily up to lieutenant commander in the Navy from lieutenant. It is limited to lieutenant in that bill and you are asking for promotions up to lieutenant commander, and the argument advanced is that there is a demand for lieutenant commanders to man these small vessels.

Admiral PALMER. That is it.

The CHAIRMAN. No; if a lieutenant were to man these small types of vessels in the Navy, will not the Coast Guard by running alongside of the Navy, have an advantage with the rank of lieutenant commanders on ships of 1,000 tons of that type?

Admiral PALMER. Yes.

The CHAIRMAN. Now lieutenant commanders even have ships much larger than that?

Admiral PALMER. Very much larger. They will have them up to 10,000 or 12,000 tons.

The CHAIRMAN. I am speaking now of the smaller type ships. As a rule they are under lieutenant commanders?

Admiral PALMER. Yes.

Capt. BERTHOLF. They ought not put a man with the rank of commander in the Coast Guard on small ships, because every man in the captain's list to-day has an average of 28 years' service; they are from 57 to 43 years old, they have been in the service a long time, and every one of them was in the Spanish War. Their experience would entitle them to larger vessels. The Government would get better service out of them to put them on larger vessels.

The CHAIRMAN. At present they are serving on vessels that average around 1,000 or 1,100 tons and the largest one is 1,600 tons.

Capt. BERTHOLF. That is correct.

The CHAIRMAN. Those vessels that they are manning and have been manning are vessels of the same type in a general way that lieutenant commanders have been manning.

Capt. BERTHOLF. Yes; for the reason that we have not any larger vessels in the Coast Guard.

The CHAIRMAN. I am not speaking of provisos now; I am talking about selection. If you provide for promotions up to lieutenant commanders——

Capt. BERTHOLF (interposing). As the bill provides.

The CHAIRMAN. As the bill provides, and then in this special provision allow a given number to be selected, without reference to service, and given the rank of commander instead of this broad provision it might make temporarily every one of them a commander, you might have some on shore and some at sea.

Mr. BUTLER. That would give you just exactly the same principle that they have in the Navy.

Capt. BERTHOLF. Just exactly.

Mr. BUTLER. And that is what you asked for.

Capt. BERTHOLF. That is what we asked for.

Mr. BUTLER. What is the objection on the part of the Navy?

Admiral PALMER. For the Navy's purpose we could have handled the Coast Guard as it came in. We could have done it on assignments, but there has been an endeavor to get a certain amount of promotion, and the Coast Guard officers have come over to see the Secretary, to see if they could not get proper promotions, as they considered, during the war. The Secretary made alterations in this bill to give them as far as he could what they asked for, and in some cases he found out that he did not wish to give them that much, as he did not think it was necessary for carrying on the war, and he made the point that there was no necessity of giving anything to the Coast Guard except what was necessary to put them on the same basis with the Navy in carrying on the war. So when the project

came up of advancing officers each a rank the Secretary told the commandant of the Coast Guard that he did not approve of advancing them a rank; that that did not help out the war, but he came to a compromise on the subject of advancing the captains a rank by saying that he would back up only such scheme as advanced those that were going to sea.

Mr. BUTLER. Actually going out.

Admiral PALMER. Yes, sir; those that were actually at sea, and those were the only ones he would consider. They brought up the question of selection, and he said, "Well, then, we would have a lot of people who were doing the work on shore and probably would not go to sea, and I think they said that that was proper, that some of them who would not go to sea would be selected." He made the point that he wanted those who were going to sea selected, and that is the reason he came to that conclusion about the tonnage.

The CHAIRMAN. Is there not important service required of a high officer on the land as well as on the sea?

Admiral PALMER. Yes, sir.

The CHAIRMAN. The Chief of Operations in the Navy does not go to sea, does he?

Admiral PALMER. No; but he and other line officers in the Navy are subject to sea orders, and practically all of them will go to sea.

The CHAIRMAN. I understand; but I am speaking about in this one case. That is a land office, is it not?

Admiral PALMER. That is a land office.

The CHAIRMAN. And it is high rank?

Admiral PALMER. Yes, sir.

The CHAIRMAN. And it is an important office?

Admiral PALMER. Yes.

The CHAIRMAN. There may be cases where a man in the Coast Guard would be rendering very important service for the Navy that would be required on shore, might it not?

Admiral PALMER. Yes, sir; I do not know the relative importance of it, because the Coast Guard, of course, has been turned over to the Navy very largely.

The CHAIRMAN. It was turned over altogether.

Mr. BUTLER. Let me ask a question, please, there: What is the proportion that is selected from the rank of lieutenant commander to commander? What is the proportion in the Navy if these gentlemen ask for the same provision?

The CHAIRMAN. Selected from lieutenant commander to commander?

Mr. BUTLER. That is, what is the proportion?

Admiral PALMER. There is 1 admiral, 4 captains, 7 commanders, and 14 lieutenant commanders.

Mr. BUTLER. What proportion is that of all the commanders?

Admiral PALMER. That is 15 per cent.

The CHAIRMAN. Fifteen out of 100, but that is a small number. You would have to select some definite number.

Mr. BUTLER. As I recall the act of August, a year and a half ago, there is a certain definite proportion fixed.

The CHAIRMAN. That is right.

Mr. BUTLER. What is that certain definite proportion? What is it, 1½ or 2½ or 10 per cent?

The CHAIRMAN. I stated it a while ago.

It starts with 1 admiral, 4 captains—1 rear admiral, I should have said—and 4 captains, 7 commanders, and 14 lieutenant commanders.

Mr. BUTLER. Out of 100?

The CHAIRMAN. No; it ultimately resolves itself into that.

Mr. BUTLER. If you only promoted 14 out of all of these lieutenant commanders——

The CHAIRMAN (interposing). I said in that proportion.

Mr. BUTLER. What will be the proportion here, then, holding out toward them that same proportion that prevails in the Navy?

The CHAIRMAN. As they have only 31 and 6, we would have to select some definite number out of that. It could not be put on a percentage basis because it is too small a number to deal with, and their number is fixed by law. Ours was not fixed by law.

Capt. BERTHOLF. If I may be pardoned, the commandant of the Coast Guard did not approach the Secretary of the Navy on the question of promotion until his opinion on the subject was requested by the Bureau of Navigation for the very good reason that I thought, as commandant, we ought to wait until the necessity for promotion was proved, and when the Bureau of Navigation saw the necessity for this and sent its communication over I suggested, as Admiral Palmer has said, promoting all captains one grade, understanding that selection would be favored for the Coast Guard, but since selection is possible, I think it should be done, and that a certain portion of the captains should be selected for promotion, whatever that portion may be. It is true the commandant and the engineer in chief and certain other officers do not go to sea. They could not very well perform their functions if they did; that is, the functions of the office I mean. We will go to sea eventually, as all Coast Guard officers are for the primary purpose of going to sea save constructors.

Mr. BUTLER. Suppose you have the same provisions applied to you that they have in the regular Navy?

The CHAIRMAN. The proportions would not work because it is too small.

Mr. BUTLER. But the rule of selection?

Capt. BERTHOLF. The same principle?

Mr. BUTLER. The same principle. Why could not you send to sea men who are promoted?

Capt. BERTHOLF. That is a matter of administration.

Mr. BRITTEN. What would you think would be a reasonable percentage of the 31 or 37 captains in your service to be promoted to this increased rank?

Capt. BERTHOLF. I have thought considerable about that. I should say not over half.

Mr. BUTLER. How much under half would you think would be a fair percentage?

Capt. BERTHOLF. There are 37 altogether. Half of them would be 18. I would say it would be a fair percentage for 12 of the line and 3 of the engineers to be promoted; that is, 15.

Mr. BUTLER. That is 15 of the 37?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. The other sections are details along that line until we get down to section 6.

Capt. BERTHOLF. May I have another moment. We have discussed the grades from the bottom up and we have got as far as the

captains. We have not said anything about the senior captains. There are 6 senior captains in the Coast Guard with the rank of commander, and 1 engineer in chief, who is, of course, detailed for four years.

Mr. BUTLER. How do you figure that out, Commander Coffey, so that the chairman and I can get it in our heads?

Commander COFFEY. I took all of the line officers as registered January 1, 1917. That is 132.

Mr. BUTLER. That is the way we make the promotions in the Navy?

Commander COFFEY. That is the way. We take the actual number of officers and then we take a percentage of those for commander and above. It is 12 per cent.

Mr. BUTLER. Do you apply the same rule as to promotions which you would in the Navy?

Commander COFFEY. Yes, sir.

Mr. BUTLER. The same rule. Did you do it in figuring this out?

Commander COFFEY. Yes, sir.

Mr. BUTLER. That is all I wanted to know.

Commander COFFEY. I counted rear admirals, captains, and commanders.

Capt. BERTHOLF. You took the number actually on the list?

Commander COFFEY. Yes, sir.

Capt. BERTHOLF. You did not take the authorized number?

Commander COFFEY. No; we do not do it in the Navy.

Capt. BERTHOLF. And two years ago it was decided that the Navy ought to have a certain number of officers on the percentage plan, and the same for the Marine Corps. The Marine Corps have 400 officers, and the officers are then divided into the various grades according to per cent, which gives a certain number above the grade of colonel. There are four officers above the grade of colonel in the Marine Corps with 10,000 men. There are not any in the Coast Guard. You can not take the exact proportions of the Navy, because the number of officers in the Coast Guard does not depend upon the number of men, the exact number being fixed by law. The number of men we need in the Coast Guard in peace times is different from that in the Navy. We have just enough to get along with and no more, and there must be on a certain ship a certain number of officers, irrespective of the number of men.

Mr. BUTLER. I do not want to interrupt you, but I have had in mind what I might myself be inclined to do, and that is to apply the same rule to you as to the Navy. Yet you will not be satisfied with that.

Capt. BERTHOLF. It is not that we will not be satisfied, but the same rule is not needed in the Coast Guard.

Mr. BUTLER. I know, but it will not bring you the number of promotions you would like to have. I can prove that a cat has 10 tails by assuming that no cat has nine.

Capt. BERTHOLF. But the Coast Guard does not need nor want two or three admirals.

Commander COFFEY. Do you want officers of the grade of commander instead in those vacancies?

Capt. BERTHOLF. Yes. For instance, they have in the Navy 1 admiral for every 99 officers. We do not need that many, and we do not ask for that many, but we do ask that a certain percentage

of the captains be selected, call it 12, a certain percentage of the senior captains, call it 3, and that the commandant have the rank of commodore. And there is no reason why the pyramid should not have a suitable apex.

Mr. BUTLER. If you can get rid of the principle that you have been contending against, and that is that no man should be promoted until he went to sea, are you gaining a great deal?

Capt. BERTHOLF. Yes, indeed.

Mr. BUTLER. That is what you have been contending against, or the reason, as I understand, that many officers of the Navy have been promoted and remained upon the land?

Capt. BERTHOLF. By virtue of the circumstances and the law.

Mr. BUTLER. By virtue of the circumstances and by virtue of the orders.

Capt. BERTHOLF. You said 16, Commander Coffey, above the rank of captain? That was the idea?

Commander COFFEY. Yes, sir.

Capt. BERTHOLF. It seems to me that that is the percentage. I suggested 12 captains of the line and 3 of the engineers.

The CHAIRMAN. Well, that would make 15. We have got your ideas about that, the details of it, and when we take it up we can work it out.

Capt. BERTHOLF. You will not forget the other grades, Mr. Chairman? It seems that all grades should have consideration.

The CHAIRMAN. What do you mean by the other grades?

Capt. BERTHOLF. The grades of senior captain and the captain of engineers, the engineer in chief, and commandant—are they to be left out? As for the commandant, I believe it is necessary that he have a higher rank during the war, but I distinctly prefer that his pay remain the same as now.

The CHAIRMAN. I am speaking of the possibility of having 30 or more senior captains with the rank of commander, that there should be a definite number that should have the rank of commander.

Capt. BERTHOLS. That would be much better.

The CHAIRMAN. When they have the rank of commander, you have some now with that rank? You have 4?

Commander BERTHOLF. Six.

The CHAIRMAN. You have 6. If you take to 15, that would give you 9 more——

Capt. BERTHOLF. We would want that many more——

The CHAIRMAN (continuing). With that rank? Your idea was, say, that you had 12, as you have suggested, just for illustration——

Capt. BERTHOLF. Twelve line and three engineers.

The CHAIRMAN. How many have you in the line now?

Capt. BERTHOLF. Six.

The CHAIRMAN. That would give you six more.

Capt. BERTHOLF. That would be 18. That would be 18 altogether. If you took 12 from the captain's list and added to the present list we have.

The CHAIRMAN. That would be 16—6 and 6 would be 12. You have 6 now and if you take 6 of your captains and promote them to the rank of commander, you would have 12 with the rank of commander.

Capt. BERTHOLF. Oh, yes; if you figure it that way.

The CHAIRMAN. Then, if you had 3 out of the engineers with the rank of commander you would have 15.

Capt. BERTHOLF. Yes; but if you promote 3 engineers of the 6 captains of engineers, that would be one-half, whereas if you take 6 out of the 31 line captains, the percentage would be in favor of the engineers.

The CHAIRMAN. I understand, but I am just simply taking the figures you suggested. I am not committing myself to any proposition by asking questions.

Capt. BERTHOLF. I see what you mean.

The CHAIRMAN. I am getting your viewpoint.

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. Do I understand from your last statement that you think that three engineers is too many in proportion to the 12 for the others?

Capt. BERTHOLF. Yes; if those numbers represent the total list of senior captain's rank, or commander. You see you would be promoting three of the captains of engineers and only promoting six captains of the line, which would be one-half the engineers and one-fifth the line captains.

The CHAIRMAN. But you have not got any in the engineers with the rank of commander?

Capt. BERTHOLF. Except the engineer in chief. He has the rank of commander.

The CHAIRMAN. But I understood you to say that you did not have any.

Capt. BERTHOLF. That is, not a permanent rank. He is on a detail, a four year's detail, like a bureau chief.

The CHAIRMAN. None of these ranks are permanent?

Capt. BERTHOLF. No, sir.

The CHAIRMAN. These are simply war ranks?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. What is the necessity for promotion in the engineers when you have only three and one of them has already got the rank of commander; what is the use of giving any more the rank of commander? Is it needed for any needed service condition or is it simply to gratify ambition?

Capt. BERTHOLF. That is a hard question to answer.

The CHAIRMAN. But we would have to answer it on the floor.

Capt. BERTHOLF. I know, and I am going to answer it as best I can. No doubt the question has been answered for the Navy. There have been promotions in the upper grades of the Navy, both in the line and in the staff, which were authorized by law and no doubt were deemed necessary for the needs of the Navy. Efficient administration in a military service requires a proper distribution of officers in the several grades, and this principle is as necessary in one service as in another. The higher grades are filled by promotion from the lower grades, not for the sole purpose of gratifying ambition, but that ambition may have its legitimate opportunity. Given the opportunity for promotion and the principle of selection in making promotion, ambition acts as a spur to call forth the best in an officer. Ambition is, therefore, not an idle thing to be disregarded, but rather to be encouraged within proper limits. This is accomplished by

fixing the highest rank and narrowing the field of opportunity as an officer nears the top, thus stimulating competition in proportion to length of service. To deny promotions to the higher grades of the Coast Guard is to close the door of opportunity to the officers in those grades and tends to stifle in that service the very human element that is encouraged in the other services.

In all branches of the military service it is a well-recognized principle that there should be what might be called an official pyramid, with one high-ranking officer at the apex in a directive capacity and increasing numbers in each of the successive lower grades as executives and assistants. The highest rank, of course, is determined upon the basis of the importance of the office as measured by the magnitude of the work that comes within its cognizance and the number of persons operating under its direction. The chief can not, of course, give adequate attention to all of the details of an organization of the size of the Coast Guard, and must delegate much of this detail work to his assistants. Those assistants should have rank commensurate with the importance of their duties, and this scheme of descending rank obtains all along the line to the lowest ranking officer. It is recognized that some, at least, of the commanding officers of the cutters should have rank corresponding to that of commander in the Navy. Field officers having supervision over commanding officers should logically have the next higher rank—that corresponding to captain in the Navy. The same principle applies to the chief assistants of the administrative head. From the importance of his position as head of a service, approximating 5,000 men, the commandant should have rank not below that corresponding to commodore in the Navy. It is for the logical building up of this official pyramid, as well as for offering an opportunity for advancement to officers of all grades, that I urge consideration of this particular phase in connection with the bill. Its enactment would stimulate effort and make it possible to give recognition to long and efficient service.

The CHAIRMAN. We give the rank of admiral in the Navy because with the size of the Navy and the fleets that rank is required. We have the rank of vice admiral because we needed that rank, not simply for personal aggrandizement or promotion.

Capt. BERTHOLF. That is true.

The CHAIRMAN. We have the rank of rear admiral, which was temporary, and then we have the rank of captain and commander. You say that in your engineers you have six engineers?

Capt. BERTHOLF. Who now have the rank of captain in the Coast Guard?

The CHAIRMAN. Who now have the rank of captain. Out of those six, one has temporarily——

Capt. BERTHOLF (interposing). That would be seven altogether; there are seven altogether.

The CHAIRMAN. You have seven altogether?

Capt. BERTHOLF. We have six only with the rank of lieutenant commander (captain in the Coast Guard).

The CHAIRMAN. You have six engineers who now have the rank of captain, which is equivalent to lieutenant commander?

Capt. BERTHOLF. Yes, sir; that is true.

The CHAIRMAN. You have in addition to that one who has the rank of commander?

Capt. BERTHOLF. Yes; the engineer in chief.

The CHAIRMAN. The thing I am trying to get at is what is the service requirements for a command position that requires one of those six to have the rank of commander?

Capt. BERTHOLF. Because he is the head of the Engineer Corps service, the engineering chief.

The CHAIRMAN. That one has the rank, while he is holding the position, of commander. That is like a bureau chief.

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. But leave that out and cone down now to the others in the service. What is the service reason or necessity for giving one of the six the rank of commander and the others having the rank of lieutenant commander. Do you need one of a higher rank than lieutenant commander for service reasons and for commanding reasons in the Coast Guard service?

Capt. BERTHOLF. I think so, except that engineers do not usually exercise command unless they have certain administrative functions; but after having been in the service 40 years, it seems to me that a man should have some consideration for his service and have a chance for promotion in a way commensurate with other service.

The CHAIRMAN. That does not apply that all of them should get that rank, but that some of them should have an opportunity to get it.

Capt. BERTHOLF. Yes, sir; that is what I think.

The CHAIRMAN. What should be the extent of that opportunity?

Capt. BERTHOLF. The lieutenant commanders of engineers you are speaking of?

The CHAIRMAN. Yes, sir. The other one has gotten his opportunity through this side door.

Capt. BERTHOLF. I think that the lieutenant commander of engineers should have the same per cent of opportunity as the lieutenant commanders of the line, whatever the per cent is, as near as possible. Make one the same as the other.

The CHAIRMAN. But that does not prevail in the line. You have got 6 in one and you have got 31 in the other.

Mr. BUTLER. In other words, the proportion is too high.

The CHAIRMAN. The proportion in one might be too great than in the other, or if it were brought down to the smaller number, it would be too small for the larger number.

Capt. BERTHOLF. That is true.

The CHAIRMAN. So that it must be dealt with arbitrarily.

Capt. BERTHOLF. Yes.

The CHAIRMAN. And I am trying to get now the service reasons that can be presented on the floor as the basis of the increase.

Capt. JOHNSTON. I should say that figuring on about what we have been taking heretofore, that rwo out of six would be a fair proportion, for those who have an opportunity for advancement.

The CHAIRMAN. And that would be on the basis of one third?

Capt. JOHNSON. About that.

The CHAIRMAN. If you would take the same basis of one-third, it would give 10 for the line. That would open a very good door of opportunity for promotion, would it not?

Capt. BERTHOLF. Yes, sir; that is, for those two grades, and if they took one-third and promoted those——

Mr. BUTLER (interposing). Mr. Chairman, we have read through section 1 and passed it along. Do you know what the effect of it will be? Do you know what the promotions will be? Read that into the record now, how many officers you have at the Coast Guard now.

Commander COFFEY. That was based on the register of January 1, 1917. There were then 31 captains, 37 first lieutenants, 44 second lieutenants and 20 third lieutenants.

Mr. BUTLER. Making for all how many?

Commander COFFEY. Making in all 132. If section 1 of the bill as proposed is passed, then you will have 73 captains, 58 first lieutenants and 1 second lieutenant; that is, of the line. The engineers. they had of the date of this register with the rank of first lieutenant, 28; second lieutenant, 27; third lieutenant, 9. Section 1 of this bill will give the following temporary ranks: First lieutenant of Engineers, 56; second lieutenant of Engineers, 6; third lieutenant of Engineers, 2.

Mr. BUTLER. It promotes the whole thing?

The CHAIRMAN. In other words, everything becomes practically captains.

Mr. BUTLER. You know I did not understand that section 1. I am obliged to you for sitting here, Commander Coffey. So far as concerns me, you gentlemen may fix this up. I do not speak for anybody else. You are absolutely sure you are correct in those figures?

Commander COFFEY. They are correct within one or two figures, anyway.

Mr. BROWNING. I would like to hear a little more about these senior captains. How many have you got of the senior captains?

Capt. BERTHOLF. Six.

Mr. BROWNING. Will they be promoted, too?

The CHAIRMAN. Not under this bill.

Mr. BROWNING. Do you want them promoted?

Capt. BERTHOLF. I think an opportunity should be offered to them.

The CHAIRMAN. That is what we have been discussing at length.

Now, then, we have heard from the Coast Guard. Do you know the Secretary's position in regard to this, Admiral?

Admiral PALMER. Yes, sir; this was brought out before the matter came up here. The Secretary takes the position that a great many of the Coast Guard officers are on shore duty and are going to be on shore duty. There is a possibility that they are going to sea but not a great probability; that is, the higher officers. It is not probable that they will go to sea. The duties that they are doing are not increased in importance on account of the war and the point that he has made about everything is to give no advancements that are not necessary for carrying out the duties of this war. We made the point that if promotions were desirable, and he was perfectly willing to believe that they were in the Coast Guard, that they should have been taken up by the department which has control of the Coast Guard. It should not be necessary for the Navy to insert a bill to provide increased ranks for the officers of the Coast Guard unless they were necessary to carry out the duties of the Navy in the war. That was the point that came up——

The CHAIRMAN. And limited to the duration of the war.

Admiral PALMER. And limited to the duration of the war for the efficient carrying on of the war. He made the point that there were no additional duties coming up on account of the war that required additional rank of the senior officers of the Coast Guard. The only point that disturbed his mind was that some of them are at sea and discharging the duties that some of our commanders at sea were discharging and he said he considered it proper to give those people the same opportunities, therefore he limited it to people who were commanding vessels afloat. The subject of selection was brought on and he said, "Well, we may be selecting people who are on shore and who are going to be on shore and who haven't a chance to be away from Washington," but he had no clear ideas as to how you would form a selection board in a very small service. Of course in the Navy we have a great many officers and we have nine rear admirals that can be put on a selection board. But the principal point he made, and he stuck to that, was that no additional ranks were required as far as the Navy was concerned except for functions which were performed in connection with the Navy and required the additional rank to carry them out. He made the point that if any temporary additions of rank were made which were not necessary for carrying on the war as far as the Navy was concerned, that they should be made through the department under which the Coast Guard is serving and not because they happen to be in the Navy now.

The CHAIRMAN. I want to get just a little bit definite down here. The Coast Guard has a total of 139 straight officers of the line. Out of that number at the present, how many are captains?

Mr. BUTLER. Thirty-one.

Commander COFFEY. You understand this was a year ago.

The CHAIRMAN. I understand. He stated they had 31 now. That is, rank of lieutenant commander at the present time. Now how many next to captain? What comes next to captain in yours there?

Commander COFFEY. First lieutenants.

The CHAIRMAN. How many of those?

Commander COFFEY. Thirty-seven.

The CHAIRMAN. That is the rank of lieutenant?

Mr. BUTLER. Full lieutenant.

The CHAIRMAN. How many in the next rank below?

Commander COFFEY. Next, second lieutenants or lieutenants junior grade, 44.

The CHAIRMAN. And that is the rank of what in the Navy?

Commander COFFEY. Lieutenant junior grade; Coast Guard is second lieutenant; Navy rank, lieutenant junior grade.

The CHAIRMAN. Now, then, what is the next one?

Commander COFFEY. Third lieutenant.

The CHAIRMAN. How many?

Commander COFFEY. There were 20.

The CHAIRMAN. That is the rank of ensign in the Navy?

Commander COFFEY. I think 50 were allowed.

The CHAIRMAN. I know, but that is the rank of ensign in the Navy?

Commander COFFEY. Yes.

The CHAIRMAN. Now, under section 1 the 31 captains will remain, and how many of the first lieutenants will become captains? How many will you have all told?

Commander COFFEY. We will have 73 all told.

The CHAIRMAN. Seventy-three captains? That will take in, then, all of your first lieutenants?

Capt. BERTHOLF. All the first lieutenants would be promoted on that and some of the second, depending entirely on the wording of the bill. Under the bill as it stands, using the cadet service, there wouldn't be many second lieutenants promoted, but using a commission basis it would take a larger number.

Commander COFFEY. Using the figures as to these, every lieutenant and the first five junior lieutenants will become temporary lieutenant commanders.

The CHAIRMAN. Second lieutenants, you mean?

Commander COFFEY. Yes; it means that every first lieutenant and the first five second lieutenants will all become temporary captains, making 73.

The CHAIRMAN. Now, then, how many would you have as first lieutenants?

Commander COFFEY. Then all other second lieutenants and all third lieutenants except one would become temporary first lieutenants.

The CHAIRMAN. How many would that be?

Commander COFFEY. Fifty-eight.

Mr. BUTLER. How many second lieutenants remain?

Commander COFFEY. One third lieutenant.

Mr. BUTLER. And no ensigns?

Capt. BERTHOLF. No ensigns. That is exactly what happens in the Navy.

The CHAIRMAN. Well, gentlemen, I think we have gotten pretty full information. We will take up for discussion at another time. I want to bring up some bills by unanimous consent, and we will now adjourn.

Capt. BERTHOLF. May I make this statement? Admiral Palmer has spoken about selection. The selection as applied in the Navy would be cumbersome. One form of selection was suggested to me, that the commandant select one senior captain and those two select a third, and those three constitute the board to select the others, the report of the board to be approved by the Secretary later. They would be familiar with the records of the Coast Guard officers.

The CHAIRMAN. For a small body like that I think if there was a selection at all it would be by the Commander in Chief, by the President, if they have selection at all. He has the right even now to select under the Constitution. He could exercise that right now if he wanted to.

Capt. BERTHOLF. Yes.

The CHAIRMAN. Gentlemen, we are very much obliged to you for your hearing.

The committee thereupon adjourned until 10.30 o'clock, Tuesday, January 19.

[No. 16.]

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NAVAL AFFAIRS,
Thursday, April 11, 1918.

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENT OF REAR ADMIRAL WILLIAM C. BRAISTED, CHIEF BUREAU OF MEDICINE AND SURGERY.

The CHAIRMAN. Gentlemen, I have invited Dr. Braisted, the Chief of the Bureau of Medicine and Surgery, to come before the committee this morning. Dr. Braisted stated to me yesterday that he had some additional estimates for the Bureau of Medicine and Surgery, and I told him the committee would want to have all matters submitted to the committee that were known up to the time we took the bill up for consideration in the House. I have asked him to appear this morning in order that we may have an opportunity to consider these additional estimates. I believe some of them were submitted to the Appropriations Committee as deficiency estimates. Mr. Sherley told me they had eliminated all of them that were not strictly deficiencies, in order that they should come before this committee; and in the conference, the amendments that had been put in by the Senate were eliminated on that ground. Dr. Braisted is with us this morning to lay before us these additional estimates.

Mr. BROWNING. Mr. Chairman, did the Committee on Appropriations report these estimates in the deficiency bill?

The CHAIRMAN. No; the Committee on Appropriations of the House only reported out, I think, out of estimates amounting to about $7,000,000 items amounting to about $2,500,000. They only allowed what were strictly deficiencies. The Senate put on an amendment increasing it to seven million some hundred thousand dollars, and then in conference the Senate amendment was disagreed to and it was left at the original amount of two million some hundred thousand dollars, as put in by the House, and Mr. Sherley came to me and said that it was not because they were opposed to them or because they thought it was not necessary, but because they were not deficiencies, and that they only appropriated and allowed the deficiencies and the estimates that were for the coming year to properly come before this committee.

Mr. BROWNING. I think he is quite right, and I wish all of them would take the same position.

Mr. PETERS. Then these are the items that were thrown out, in a way, and not considered by the Committee on Appropriations?

The CHAIRMAN. They are items which were disallowed in that bill, because they are not deficiencies.

Mr. McArthur. And the merits of the items were not gone into?

The Chairman. They may have been gone into, but they were not disallowed on that account but because they were not strictly deficiencies, and Dr. Braisted has stated to me also that on account of the enlarged activities there are even larger estimates than were first submitted to the Committee on Appropriations.

Now, Dr. Braisted, we will be glad to have you state fully to the committee what the estimates are for, the necessity for them, the requirements, and so on.

Admiral Braisted. Mr. Chairman and gentlemen, in order that you may get a clear view of the subject, I would like to review very briefly the situation from the beginning of the war. At the time war was declared and in peace times we had in all our naval hospitals about 3,000 hospital beds. With the advent of war last spring, as you will remember, we had no appropriation to build further, but owing to the urgent necessity for an immediate increase in hospital facilities, the Secretary allowed us to go ahead and build as was necessary. This has resulted in our building up to the present time by means of deficiencies. During the first year of the war we have provided of distinctly hospital beds between seven and eight thousand, of dispensary and other than distinctly hospital beds about 5,000, and of beds used in connection with hospitals—that is, for Hospital Corps men, nurses, and civilian employees—perhaps two or three thousand beds. In other words, we have provided in the past year about 15,000 beds.

Mr. Oliver. Doctor, do you distinguish between a hospital bed and a dispensary bed?

Admiral Braisted. Yes, sir; because a dispensary bed is a mere temporary resting place for the man before he goes to the hospital. For instance, at the Great Lakes Training Station every regiment has its regimental dispensary with 20 beds in it, and when a man is taken ill, and until it is known what is the matter, he goes into this dispensary and is watched until it is seen whether he is really a hospital case or whether it is simply a question of a few hours or a few days for some trivial thing.

The Chairman. It is more in the nature of first aid?

Admiral Braisted. Yes. This shows you where the money has gone, and it has really been spent for about 15,000 beds. You can understand, then, why we built from these deficiency appropriations. We have built very carefully, and just as we have been pushed into these things, we have provided them. As you remember, last spring, we had to exert every possible endeavor to get as quickly as we could accommodations to take care of the rapidly increasing personnel.

We have come right now to the same position that we were in last spring, because we have a much larger increased personnel, and enormous activities that we did not expect, and we have provided barely enough beds for the increased personnel given last year, and, of course, we have not yet provided for what is to come. In other words, we are seeking to provide now for the expected increase of sick next winter and for all this personnel that is to come in, and it behooves us to use every possible energy we have, and every minute of time is most valuable, to provide accommodations for the care of the sick, and only by the utmost expedition will we be ready by next

fall. Just to cite you an illustration, we hesitated last spring over the situation at New York, thinking we could make some outside provision there, but finally it was found necessary to build something and we started in, but we started late and that work is not completed yet. If I had started promptly last spring, as I did with the rest of the work, it would have been done by this time. That shows you the necessity for rapid construction and the urgent need involved.

With the present increased personnel and the increased activities we feel we need 8,000 more beds, and for accommodations for the new increased personnel to take care of the patients which come into the hospital structures 3,270 beds; in other words, a total of 11,070 beds distributed in our own compounds somewhat as follows:

At Chelsea, Boston, an increase of perhaps 400 more beds than we have now.

At Newport, 500 beds.

At New London, 150 beds.

At New York, 2,250 beds.

At Pelham, 750 beds.

At Philadelphia, 800 beds.

At Norfolk, 1,500 beds.

At Hampton Roads, 500 beds.

At Paris Island, for the marines, 150 additional beds.

Charleston, with its enlarged activities, 800 beds.

At Pearl Harbor we feel we should have 100 beds. We have at Pearl Harbor now only 40 beds, and it is a place that might become of immense importance at any minute. One large ship coming in there might, owing to a large sick list, fill that place in a minute.

At the Great Lakes we have now a 2,000-bed hospital and we need a little more to round it out and perfect that hospital in the way of accommodations for officers and for nurses.

I would like to say here that in constructing all of these buildings we have built absolutely for the needs of the patients. We have not built officers' quarters. We have built in places the same type of building for the accommodation of nurses; that is, just a shack building with little rooms where we have to have accommodations for the nurses. For instance, take a place like Great Lakes, where we have a 2,000-bed hospital with 40 or 50 doctors on the staff, we have no provisions for the medical staff. Last winter in the midst of the snowstorms all those men had to go miles away to spend the night in their homes, and oftentimes were not able to get back on account of the tremendous snow that was there. But it is not our intention to build houses, and I have told the Medical Corps and the officers that these are war times, and the most we can expect to build are reasonable accommodations for medical officers on duty in the line of field accommodations so that they can remain near their patients, and that would mean simply the very smallest sort of barrack buildings with a bedroom and perhaps a little common sitting room. I only mention this to show you that we have not provided such accommodations, the need for which is being felt more and more.

Now, for the summer, in order that you may not worry about the situation with everything we have at present overflowing, showing the urgent need for increases, I am again, as last year, banking on the weather tending to better health conditions, and the use of tents and

makeshifts of that sort to tide us over until next October. Therefore we do not need for the present to worry; but, as I said before, the winter is now practically on us and when you think of what we have got to do to get ready for it, we have not a minute to lose.

While I have given you succinctly the figures in beds, yet you must realize that the work has expanded and is expanding every day. Every day there is something new that has not been thought of that comes up, either as something new or as something that was not considered before, and we never know just where we are going to wind up. For instance, we have the work abroad. We are bound to establish hospitals at many of the various stations we have abroad.

Of course, we have, as you know, in France two 500-bed hospitals. We are trying to establish in England three hospitals that will be capable of providing 1,500 beds. None of these in England has as yet been completely established. We have had a great deal of trouble to get places to put them and the acquiescence of the authorities as to where they should go. I have had the personnel and the equipment and everything standing by for months. Yet, for instance, we have only one of the three 500-bed hospitals destined for Great Britain and Ireland over there—that is, we have the personnel and the equipment over there.

The CHAIRMAN. Are you estimating for that in this item?

Admiral BRAISTED. Yes, sir; there is a lump estimate in here for that. Of course, you find this appropriation under Yards and Docks, because they are the shore builders of the Navy. While I present to you the needs of the service, Yards and Docks, of course, furnish the estimates and the figures on what I present to them as our needs.

The amount that they have estimated on the work we have outlined so far is as follows:

Chelsea, $350,000; Newport, $500,000; New London, $150,000; New York, which is divided into two separate items, Brooklyn, $1,400,000; Ward's Island, $1,250,000. In this case the city and State are giving us the land indefinitely upon which we will build a 1,000-bed hospital for contagious diseases at a cost of $1,250,000. Pelham, $900,000; League Island, $800,000; Philadelphia, proper, that is, at the old Naval Hospital, $355,000; Norfolk, $1,250,000, Hampton Roads, an increase from 250 beds to 700 or 800 beds, $500,000; Charleston, S. C., where we will increase from 250 beds to 800 beds, $850,000; Paris Island, for the marines, an increase of 150 or 200 beds, $175,000; to round out the Great Lakes Hospital, only, $65,000, which is for incidental buildings like nurses' quarters, officer of the day quarters, etc.; Pearl Harbor—for your consideration, we feel that it is time we ought to complete that hospital, because we now have only 40 beds—$150,000, which will give us perhaps 150 beds there.

Mr. LITTLEPAGE. Doctor, what do these beds cost each?

The CHAIRMAN. This is for the building and everything.

Mr. LITTLEPAGE. Yes; I understand that.

Admiral BRAISTED. When you figure on the cost of beds, you have to include everything. In the first place, we have compared this very carefully with other similar hospital construction and we think we are a little cheaper. You must remember that prices have increased enormously. Per bed the cost, including roads, light, water, sewerage, and everything of that kind, is probably somewhere around $900.

Now, that is something less than the Army is building for. I have been over this very carefully with Mr. Southworth, of the Bureau of Yards and Docks. It seems like a big amount, but you must remember that prices have gone up about three times, and we simply can not help it, and it is as cheap as you can get it constructed anywhere.

Now, we have contemplated for overseas—we do not know what we are going to have, but we should have something ready at a minute's notice; for instance, as has happened at one base already, where they wanted hospital accommodations we had to furnish this right off by cable—we put this general need at $1,000,000. We may not use this amount and we may use more than this amount. I do not know. We think it is safe to have this amount. Then for contingent items we have estimated $600,000.

In talking this over with the Secretary, I explained to him when we noticed that this item for general hospital construction had been cut out by the Committee on Appropriations, that we could, of course, go ahead and build if Congress would permit, on the deficiency scheme which we have been following, but the Secretary said he did not like to do that, and if possible he wanted to have the estimates talked over and understood and approved, and to have us keep as nearly within the estimates as we possibly could.

This gives a total of $10,295,000.

Mr. BROWNING. Doctor, you spoke of increasing the Brooklyn hospital. Have you room there to increase that hospital?

Admiral BRAISTED. Yes, sir; we have.

Mr. CONNELLY. In making up these estimates, Admiral, do you take into consideration just the personnel without casualties, or just how do you estimate that?

Admiral BRAISTED. I would like to take New York as an example and show you how one of these big problems works out. In the first place, how many people are you going to have to look out for around New York? Somewhere in the neighborhood of 100,000 people. This includes all the activities around New York. It includes all the transports that are coming in, battleship fleets and other units of that kind, of which there are hundreds, as you know, now coming in and bringing sick all the time. That is a moderate estimate. You can see that on that moderate estimate if we estimate 5 per cent of hospital accommodations for personnel in time of war, which is a very moderate one, as the Army back of the line would estimate 20–25 per cent with an additional 10 per cent in this country. On the 100,000 personnel around New York at 5 per cent, that would mean 5,000 beds. Now what are we providing in New York? We are providing at the naval hospital 2,250 beds; on Ward's Island, for contagious diseases, 1,000 beds, which make a a total of 3,250 beds. From the city under a per diem arrangement we have a few hospitals like the Cumberland Street Hospital, right near the Navy Yard, where our men can go quickly, and where transportation is readily available, and where we can get 150 beds, for which we pay them when we use the beds so much per day. That gives us 150 more beds. Then we have at White Plains for convalescents about 300 beds that we pay so much a day for. Then we have a number of other hsopitals—all we can get that are available—in New York and Brooklyn.

Mr. OLIVER. How does that per diem compare with the maintenance cost of your own beds?

Admiral BRAISTED. It is, of course, a good deal more. It costs not over $2.50 in New York, and it varies all over the country from $1.50 to $3 and $4, and in exceptional cases we have been asked but have not accepted, as high as $5 or $6 a day. Our average would be about $2.50 a day.

Mr. OLIVER. Does that include the service of nurses?

Admiral BRAISTED. When you go to a hospital in that way it includes everything. We merely put the men there and we send a medical officer to see that they are well taken care of and to keep the records and maintain discipline in connection with it.

Speaking now of New York, we, of course, canvassed New York last year, and what applies to New York also applies to Boston, Philadelphia, and Norfolk. We took up the question to see if we could get all the accommodations we wanted in New York from the private hospitals. The answer was no, because New York has not enough accommodations for her own people. New York has 26,000 beds for its enormous population, and they ought to have on a small percentage basis at least 70,000 beds.

The Army is now coming in competition with us, and they are demanding a great deal, and where we have been getting beds in the year which has just gone by we have now got to divide up the available beds with the Army, so that what we could get along pretty well with in the past year is no longer becoming available, and the city authorities of New York have become worried because when we take beds from private hospitals it uses up the available bed space for the city and the patients are then forced out into the city institutions when they have not enough space for themselves. They have been very kind and patriotic and want to help, and I want to show you the way the matter stands in regard to economy. The city very kindly offered us the Municipal Hospital on Blackwells Island. This would have given us about 1,000 beds, but to give us that we had to provide some place for the personnel that was in the hospital, and we would have to build on Blackwell's Island accommodations for the people we were taking out, which would have amounted to something over $1,000,000. If we are going to do that, or if we have to do that, we might much better go to our own ground, where it will not cost us any more, and where we can keep it forever, if we want it, and where there will not be any complications with anybody, because there are many complications coming up in connection with these things.

They also offered us the city lodging house, which we have now, if we need it, of 800 beds. It is a hardly a fit place for the hospital care of patients, but in an emergency we could use it for convalescents, in order to house them; but to do that, in fairness to them, they have got to take all the people occupying it now and find some other place, and we must pay something, whether we occupy the beds or not. They want us to pay for at least 400 beds. At $2.50 a day you can see what a fixed, permanent charge that would be right off, whether we used them or not, and that does not seem to be economical. They very kindly offered us the City Hospital at Coney Island. They have started a very attractive hospital there, with an administration building and a few wards, but to expand that hospital to

what we need would cost us about $1,000,000, and at the end of the war we would have to hand it over to the city.

After looking over the whole field and considering everything that was offered us, it struck me that the cheapest thing and the best thing for us to do where we had our own land and our own facilities, was to build at the Naval Hospital in New York. We have plans there for 2,250 beds, and that gives us then a fine, big hospital, built of the cheapest construction we can get, although it has to be fireproof, preferably tile.

Mr. OLIVER. What is your estimate on that?

Admiral BRAISTED. $1,400,000. Now, the hardest thing we have to deal with everywhere is the question of contagious diseases, because no place has proper provision for contagious diseases, and in time of war it is the most embarrassing problem because a very large proportion of the sick are embraced in that class. You can not put them in the heart of the city because the people will not have it. Therefore, we asked them in New York to give us somewhere a piece of land where there would be no objections and that would be very handy to get at from the naval viewpoint in every way, and they have done this very agreeably; that is, they expect to give us a site now leased to the State of New York. The State of New York really has control of Ward's Island, and they are trying to get for us 20 or 30 acres on Ward's Island where we can build. There is a dock there and it is only 40 minutes from the Navy Yard and the location is so remote that no one can complain about contagious diseases. It is a beautiful spot. It is already parked for the other buildings on that island. Not to detain you any longer with it, you can see that really by building when possible on our own land, we will save probably a half a million dollars or more and have everything under our control without any trouble.

Mr. BROWNING. Admiral, I would like to ask whether it has been the policy of the Navy Department to take over any large hotels for hospital purposes.

Admiral BRAISTED. We have considered many of them. We are swamped with applications of that kind, but almost always either on account of being remote or the amount of expense involved in converting them into hospitals or on account of the fact they are small, they have not proven to be desirable, and have proven to be more expensive than to build the hospitals themselves.

Mr. BROWNING. The reason I asked you that question, Admiral, the matter came up in my own mind because the War Department has taken over the very large hotel at Lakewood, N. J., for hospital purposes.

Admiral BRAISTED. Yes.

Mr. BROWNING. They also took over the Cape May Hotel right adjoining your property there.

Admiral BRAISTED. Yes.

Mr. BROWNING. They made a lease on the Cape May Hotel at a rental of $99,000 a year, and there was a bill introduced in Congress by Mr. Bacharach to investigate the matter and the lease has been canceled, although they had already done some work on it. I was wondering whether a hotel like the one at Cape May, which is one of the finest hotels we have in New Jersey, would be of any use to the Navy Department, inasmuch as it adjoins your property. Of course

I have no interest in the matter at all, but I just happened to think of it in this connection.

Admiral BRAISTED. That is one of the things we are considering very carefully, and we are listing them. We may want them in an emergency, but we do not think we will. You can see that if you go into that sort of thing the tendency is to get accommodations for a few patients here and there, and even if they give these properties to you they always have to be repaired, and they have to be equipped as hospitals, and while it sounds very attractive when they tell you they have so many rooms and kitchens and all that sort of thing, yet there is not one of them which does not involve quite a large expense. We have a good hospital at Cape May, and if we need additional space, why not increase the capacity of that hospital, and then you concentrate your personnel, you concentrate your supplies, and everything of that sort. Of course, it might be that some time we would not have time to do that, and we would have to take over a hotel and take it over quick.

Mr. BROWNING. Understand, of course, that I am not for a moment advocating the proposition, but I am simply inquiring whether it is the policy of the Navy Department to take over these large hotels and use them in this way.

Admiral BRAISTED. Now, I think I have covered the situation with reference to New York as an illustration. Of course, at Norfolk you can understand the condition there. We need there 3,500 beds, and that is a place where there is absolutely nothing to supplement our own accommodations.

The CHAIRMAN. You mentioned a while ago one estimate at the Norfolk Navy Yard and one at the Hampton Roads base, the Jamestown property. It has been intimated to us that the Norfolk property and all of those activities, except the industrial activities, would be moved away from Norfolk and would go over to Hampton Roads. Have you considered that as a probability or possibility and the question of putting all of this over at Hampton Roads?

Admiral BRAISTED. We have not put it all over there, but we have increased Hampton Roads from 250 beds to about 800 beds.

The CHAIRMAN. I understand that; but I am inquiring about the advisability, instead of dividing your estimate, of putting it all at Hampton Roads.

Admiral BRAISTED. We have such a beautiful site not in the navy yard, so near at hand at the old hospital, and it strikes me that is the least crowded place and the best place for hospital construction. At Hampton Roads in putting in this increase we will be crowded almost to the limit.

The CHAIRMAN. In other words, out of the allotment of ground there, you do not get ample space for enlarging it further?

Admiral BRAISTED. When this is put in, we will have filled in every available thing that has been given us, and there will not be much space left.

The CHAIRMAN. Doctor, have you a statement from the Bureau of Yards and Docks as to the estimated cost of these buildings?

Admiral BRAISTED. Yes, sir; this is a memorandum from the architect of the Bureau of Yards and Docks.

(The paper referred to follows:)

Memorandum to Assistant Chief of Bureau from F. W. Southworth.
Subject: Estimate of amounts required for hospital section work for the current fiscal year.
Reference: Memorandum of F. W. S., dated March 27, 1918.

1. Since the estimate noted in the reference given above was submitted, the Secretary of the Navy has had a conference with the Surgeon General and with representatives of the city government of New York. The conference resulted in the modification of the plans of the Bureau of Medicine and Surgery, the chief modification being the decision to omit for the present at least the acquisition of the Coney Island hospital for Navy uses. To offset this hospital, it is proposed to build additional structures on the hospital reservation at Brooklyn for care of the patients which would have been housed at the Coney Island hospital.

2. The estimates given below include in addition to the amounts given March 27, 1918, funds to cover an extension at Charleston, S. C., a need which has developed since the memorandum referenced above was given:

| | | | |
|---|---|---|---|
| Chelsea | $350,000 | Charleston, S. C. | $850,000 |
| Newport | 500,000 | Paris Island | 175,000 |
| New London | 150,000 | Great Lakes | 65,000 |
| Brooklyn | 1,400,000 | Pearl Harbor | 150,000 |
| Wards Island | 1,250,000 | Overseas | 1,000,000 |
| Pelham | 900,000 | Contingent | 600,000 |
| League Island | 800,000 | | |
| Philadelphia | 355,000 | Total | 10,295,000 |
| Norfolk | 1,250,000 | New York | 2,650,000 |
| Hampton Roads | 500,000 | Philadelphia | 1,155,000 |

3. The disposition of the amount given for New York will be made, as may be determined by the Surgeon General and approved by the Secretary, between Brooklyn Naval Hospital (additional buildings) and the complete new layout of Wards Island, or as may be otherwise specified by the Secretary of the Navy and the Surgeon General.

4. The amount given for Philadelphia will be used at both League Island and the naval hospital at Philadelphia, as may be determined by the Surgeon General and approved by the Secretary of the Navy, to provide the required number of beds, after plans have been submitted by the Bureau of Yards and Docks to the Surgeon General.

5. The figures given above include only the extension that has been given to the Bureau of Yards and Docks on this date and will not, of course, cover increased personnel. The amount, $10 295.000 is based on expending all of the amount already appropriated, $5.750 000, except $300 000, which is reserved for contingencies.

6. The overseas item is intended to cover portable hospital buildings and such similar work as may be found necessary.

7. The total number of personnel covered by the above amounts is 11.100, exclusive of the over-seas item.

I might add, in order to show you that we are overflowing to-day; for instance, in New York, we are carrying about 1,600 patients, and we have in our own hospital about 400 of those, so you can see what a large number is outside dependent on uncertain civil accommodations.

Mr. OLIVER. And you are paying $2.50 a room per day?

Admiral BRAISTED. Yes; something like that. In Boston it is the same proportion and in Philadelphia it is the same proportion. In other words, what we have is not nearly enough.

Mr. OLIVER. Admiral, if we build this additional hospital with a capacity of 2,200 rooms, that will obviate the necessity of renting rooms in the city?

Admiral BRAISTED. We think it will largely do away with rental of beds.

Mr. OLIVER. It occurs to me from the standpoint of economy that it is certainly a wise thing to do, since, for instance, the one hospital

you referred to as charging $2.50 per diem for 450 rooms makes $1,000 a day, or $365,000 a year, and you estimate that a 2,200-bed hospital can be built for about $1,000,000?

Admiral BRAISTED. Yes; about $1,400,000 for the additional expansion.

Mr. OLIVER. In other words, we would be paying in one year 33⅓ per cent of the total cost?

Admiral BRAISTED. Yes. We hold these per diem places only for great emergencies.

Mr. OLIVER. And we only get about one-fourth the number of beds?

Admiral BRAISTED. Yes. While these people will give us beds when they have them, you can never count on them. The majority of people, if they give you anything you can count on, say "We will give you 50 or 100 or 200 beds, but you must pay for them always."

Mr. OLIVER. And by renting beds you are seriously interfering with the civilian demand.

Mr. LITTLEPAGE. And they get that $2.50 a day whether you use them or not. Are you making any arrangements of that sort?

Admiral BRAISTED. No, we are not; because we do not think it is an economical way to secure the beds. The majority of people want to make that sort of contract, but we have not made such a contract anywhere.

Mr. BROWNING. Do you know whether the War Department has made such contracts or not?

Admiral BRAISTED. No; I do not.

Mr. BROWNING. The reason I ask the question, it has been very widely published that the West Jersey Homeopathic Hospital in Camden has turned over 40 beds to the War Department, although I do not know anything about it myself.

Mr. OLIVER. Admiral, you spoke of the City of New York offering you a tract of land for an indefinite length of time.

Admiral BRAISTED. Yes.

Mr. OLIVER. Have you written a contract in reference to that?

Admiral BRAISTED. No. You will recall that I said it was going through the process of being obtained. We have a preliminary promise of it from the governor of the State, and as fast as they can they are going through with the necessary legal steps.

Mr. OLIVER. And that is free of rent?

Admiral BRAISTED. That costs us nothing and we expect to keep it as long as we want it.

Mr. OLIVER. Mr. Chairman, it seems to me from the statement which the doctor has made that we certainly ought to make an appropriation which will enable him to build the 2,200 bedroom hospital there, because that unquestionably is the economical thing to do.

The CHAIRMAN. We will take up the whole question of the appropriation in a few minutes when we get through with the hearing.

Dr. Braisted, you have stated in a general way the character of construction; that it would be either of wood or tiling, and you think perhaps it might be tiling and mortar; at any rate, it is such construction as would be useful, if cared for, for 25 or 30 or more years?

Admiral BRAISTED. Yes, sir.

Mr. PETERS. Admiral, will the tiling type of construction be warm enough for the northern part of the country?

Admiral BRAISTED. Yes, sir.

Mr. TALBOTT. Admiral, I would like to ask you one question which is not directly related to the matter we have under consideration; but you will remember we had a discussion here some time ago about the disposition of the remains of convalescents or men who were wounded and who were being transported home, who died on the way. Now, what becomes of their remains?

Admiral BRAISTED. If you remember, when I was before the committee before the committee expressed itself as very insistent that all bodies should be brought home.

Mr. LITTLEPAGE. Yes, sir.

Admiral BRAISTED. That has become the policy of the Navy Department, and we have taken the matter up, and all bodies are brought home wherever possible; and that is the policy which is being followed, with the exception of those who die in France, and there the law of France is against it.

The CHAIRMAN. You are speaking now of those turned over to the Navy for transportation?

Mr. TALBOTT. I mean where a man is put on board a vessel and is started home and dies on the way; I want his remains brought here.

Admiral BRAISTED. Those men are all being brought home, and we have given very careful instructions as to how the embalming shall be done, and have provided the best kind of metallic coffins for all the transports, and on every transport we are trying to place a skilled embalmer.

Mr. MCARTHUR. Are the men buried in their uniforms?

Admiral BRAISTED. They are always buried in uniform, and if it is necessary on account of the condition of their old uniform, we are allowed to furnish a new uniform. I think we are pretty well covered on that proposition.

The CHAIRMAN. Admiral, have you any other statement you want to submit?

Admiral BRAISTED. Yes; I have one other matter which I would like to submit to you gentlemen for your consideration. I always dread to bring before you a request to buy land, but at the naval hospital for tubercular patients at Fort Lyon, Colo., you will remember you gave us money to buy a dairy herd and we have some land there now. We are now able to buy some more land adjoining the reservation probably cheaper than we will ever be able to do so again. We can buy this land from $35 to $50 an acre, and we need it very much on account of the natural increase in the herd which furnishes the milk for the patients, because we are increasing the number of patients from 200 to 700. At the same time this will give us additional farming land to raise supplies for the reservation, and it is a part of the treatment—what we call the graded labor treatment; that is, the men do light work in the gardens and things like that.

Mr. CONNELLY. Is it near Colorado Springs?

Admiral BRAISTED. Yes, sir; and about 200 miles from Denver.

Mr. MCARTHUR. It is not irrigated land?

Admiral BRAISTED. Yes; but this carries the water rights with it. We have water rights there now.

Mr. BROWNING. How many acres do you want, Admiral?

Admiral BRAISTED. There are four pieces, one containing 160 acres, which will cost $8,000; one 40-acre tract at $2,000; 160 acres at $5,600; and 60 acres at $4,000.

Mr. MCARTHUR. What is the total amount, Admiral?

Admiral BRAISTED. The total would be $20,000 for over 400 acres. You can see that it is a reasonable amount, because this land will raise 50 bushels of wheat to the acre.

Mr. MCARTHUR. Have you enough water in your water rights now to irrigate that land?

Admiral BRAISTED. Yes; as you will see from the map, the ditches run right through it.

The need of this 420 acres of land by this hospital is emphasized by the rapid increase of the hospital itself. Caring for less than 200 patients a year ago, it is caring for to-day 300 patients, and expects to be caring for 400 patients by the end of this year, and as construction, now under way, is completed this hospital will be caring for, in 1919, 750 patients.

This hospital, owing to its surroundings, is dependent much upon its own production for much of its supplies. A splendid dairy supplies its milk and must be enlarged as the number of patients are increased; therefore, the number of cows, now about 60, will be increased to 150 or 200, as required. To secure the best cows at reasonable cost to the Government, they must be raised. There are at present 60 young ones coming on, so the additional land for grazing is important. Likewise, for winter use, grain alfalfa crops of all kinds must be raised to feed patients, employees, cows, horses, hogs, etc. It is to be remembered also that many patients on the graded or Paterson method of treatment are given employment as their condition of treatment permits, and helps to solve the labor problem.

The recommendation of the inspecting officer just returned from this hospital in regard to the purchase of this land is:

In regard to land desirable to improve conditions of this station, I have to recommend the purchase of 420 acres of land owned by four different owners, in order of their importance to the station:

First. 160 acres, cost $8,000.
Second. 40 acres, cost $2,000.
Third. 160 acres, cost $5,600.
Fourth. 60 acres, cost $4,000.

The map appended shows the location of these lands in relation to water rights and land now owned by the Government, and I believe the best interest of the Government would be conserved by the immediate purchase of this land at a cost not to exceed $20,000.

(The committee thereupon proceeded to the consideration of executive business, after which it adjourned.)

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(No. 17.)

## COMMITTEE ON NAVAL AFFAIRS, HOUSE OF REPRESENTATIVES.

Washington, D. C., March 26, 1918.

The committee assembled at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman), presiding.

The CHAIRMAN. Gentlemen of the committee, we have with us this morning Admiral Parks, Chief of the Bureau of Yards and Docks of the Navy Department.

Admiral Parks, we wanted to discuss with you this morning the question of the automobiles now in the naval service and the various bureaus, and also in the Marine Corps, if you supply those; and also the ones that are needed for the future.

Mr. BROWNING. Does Admiral Parks buy all the automobiles in the naval service?

The CHAIRMAN. I understand so; it is done in his bureau.

I will ask you first, Admiral Parks, to tell the committee, so that it may appear in the record, how long you have been chief of the Bureau of Yards and Docks.

## STATEMENT OF ADMIRAL C. W. PARKS, CHIEF OF THE BUREAU OF YARDS AND DOCKS, NAVY DEPARTMENT.

Admiral PARKS. About two and one-half months, since the middle of January.

The CHAIRMAN. I ask that question for the purpose of letting it appear in the record that much of the information that you will furnish to the committee relates to matters which took place before you became chief of the bureau, and for which you are not responsible in one way or another. I thought it was proper to have that go in the record.

I will ask you to tell the committee, Admiral Parks, how many automobiles we have in the naval service at the present time; the uses to which they are being applied; where they are being used; and the necessity for having them at the places where they are being used. And I think it would be well to let the admiral proceed in his own way to give us this general information before we interrupt him with questions as to details.

Admiral PARKS. There are 224 automobiles now in use on the continent and the islands of the United States, and 103 abroad.

Mr. CONNELLY. What do you mean by "abroad"—in England, or in the possessions?

Admiral PARKS. France, England, Ireland, and Scotland.

The CHAIRMAN. What we are especially interested in are the ones in use here in this country.

Admiral PARKS. I have an alphabetical list of locations, which I will now give you.

Anacostia Naval Air Station: One Ford car, used by the commanding officer and his assistants at the air station for trips to the department, the Washington Navy Yard, and various places in the city on official business.

At Annapolis, we have one Packard and four Ford cars.

The CHAIRMAN. The statement which the admiral is reading can be inserted in the record in its entirety.

Mr. BRITTEN. May I suggest, Mr. Chairman, that while the admiral is going down the list of the different locations it would be well to ask him any questions that arise. He said something about Anacostia, and then he spoke about a rifle range. Do you not think that the members of the committee might well at that particular point request information as to how far the rifle range is from Anacostia proper, and not let those questions wait until he has finished his statement?

Mr. HICKS. I think that would be the best plan. I wanted to ask about the air station at Anacostia.

The CHAIRMAN. Yes; if that is the sense of the committee, we can ask him questions as to each place as he gets to it.

Mr. OLIVER. It seems to me that that would make it very much clearer.

The CHAIRMAN. All right; you wanted to ask about Anacostia, Mr. Hicks?

Mr. HICKS. Yes, I wanted to know about that; you mentioned an air station there, Admiral Parks?

Admiral PARKS. A naval air station.

Mr. HICKS. We have not very much land there, have we?

Admiral PARKS. No; but we will operate the air craft from there.

Mr. HICKS. Just why do you have to have a car at this very small station? Is it to go from Anacostia to the departments here in Washington, or what would it be used for?

Admiral PARKS. That is what it is used for at the present time; but after the air craft get into operation it will be used for going out to the places where the craft land, etc.

Mr. HICKS. Then it is more in anticipation of what will happen than to meet the present need?

Admiral PARKS. It is more in anticipation than for present needs. But we have a number of men there, although they are not well supplied with air craft yet. But in the case of all air stations, it was decided that a high-power machine was necessary, and they have been authorized for all air stations, because, of course, no one knows where a damaged plane is going to land.

Mr. HICKS. Are these high-power cars to be used to bring back the damaged airplanes, or just to carry officers about?

Admiral PARKS. To carry people.

Mr. HICKS. Then they are to be used as an ambulance service?

Admiral PARKS. Something of that kind.

Mr. HICKS. Are they fitted as ambulance cars?

Admiral PARKS. No; it is an emergency car.

Mr. BRITTEN. It is practically a first-aid car, is it?

Admiral PARKS. Yes, sir.

Mr. VINSON. It is a Ford car, is it not?

Admiral PARKS. It is at this place; and in many of those places where high-power cars are available at the station a Ford was con-

sidered sufficient. I am not sure whether there are any other air stations that have no high-power cars or not; but the reason that Anacostia had a Ford was on account of the immediate neighborhood of Washington.

The CHAIRMAN. The next was Annapolis. Are there any questions about that?

Mr. VINSON. I would like to ask whether there was any recommendation that an additional car be placed at that point?

Admiral PARKS. I have not seen one yet, but I expect one as soon as the machines are being operated from this air station.

Mr. KELLEY. You are asking for a car at that station, but are not saying that you already have one.

Admiral PARKS. We have a Ford this season; but when we begin to operate our air craft from Washington, I am expecting to call for a high-power car.

Mr. KELLEY. A Packard?

Admiral PARKS. Probably we will have a request for a Packard, and very probably we will consider a National the right car for that work.

Mr. VINSON. In your recommendations to the committee, do you make any recommendation that a Packard, or any other particular car, be placed there?

Admiral PARKS. No; in the recommendation to the committee I stated so many cars in each district, without going into detail as to the particular kind of car.

Mr. VINSON. Or as to where they should be located?

Admiral PARKS. Or in what particular place in the district.

Mr. HICKS. In these air stations, the repair cars are not included in these cars that you mention now, are they?

Admiral PARKS. No; these are passenger cars.

Mr. HICKS. These are passenger cars? You do have repair cars to go out and get the machines and bring them in, do you not?

Admiral PARKS. Yes, sir; trucks; that is in addition to passenger cars.

The CHAIRMAN. The next station you mentioned was Baltimore.

Mr. HICKS. Before he leaves Annapolis I would like to ask the admiral about the "official calls" that he mentions. Just what do you mean by "official calls," Admiral Parks?

Admiral PARKS. Well, I suppose the official calls at Annapolis would probably be between the State government and the superintendent of the academy.

Mr. KELLEY. Very often you have distinguished guests from the outside that you have to go to meet?

Admiral PARKS. We have to do that, but I would not call that making an official call.

The CHAIRMAN. "Official business" would cover that, would it not?

Admiral PARKS. Yes; official business.

Mr. HICKS. That would sound better than "official calls," because that looks like it was only on State occasions that that car was used, like a four-in-hand coach, in the old days.

Mr. KELLEY. I was down there once when several ambassadors from Brazil and other South American Republics were there, and some dedicatory services of some kind were going on; and those men were met by the superintendent in that car.

The CHAIRMAN. There are many occasions of that kind?

Admiral PARKS. I believe it was intended, instead of "official calls," to be "official business."

But the official call is an affair that bothers, more or less. Certain commandants of stations receive invitations because they are commandants of stations; and the ordinary courtesies have to be complied with; one has to return an official call; and that very likely means that a commandant must call upon the governor of a State or attend an official dinner. All that kind of thing has to be taken care of, but it is a small matter, as a general rule.

At Annapolis, with Washington in the immediate neighborhood, I imagine that the official calls are very few; but the official entertainment of people going to Annapolis from Washington would be rather considerable.

Mr. KELLEY. Well, you think that appropriate to have a good car for the superintendent of the Naval Academy, do you?

Admiral PARKS. I certainly think that a good car is the right kind for that service.

Mr. KELLEY. You would not expect a superintendent of the Academy to use a Ford, would you?

Admiral PARKS. I do not think it is so much a question of what he uses, as what he furnishes for the people who are visiting the Academy.

Mr. KELLEY. Well, that is what I mean—in his official capacity.

Admiral PARKS. I believe that is quite proper.

Mr. VINSON. Is a chauffeur hired for those cars, or how is the chauffeur obtained?

Admiral PARKS. We made provision for civilian chauffeurs, but they are not always used. Very often, a commandant will have a barge crew; the coxswain of the barge crew is well qualified to run the car, perhaps; when the car is being used the boat is not being used, and the commandant may use his coxswain to run his boat, or his car, or both. There are some places where we are not paying for civilian chauffeurs, because the enlisted man is not required on his boat's duty while the car is in use.

The CHAIRMAN. Admiral Parks, there has been some talk and some criticism that enlisted men in the Navy, of various ratings, are being used at naval stations and navy yards, strictly as chauffeurs; that one is used as a chauffeur, another one is used as a "side partner," if I may call him that.

Mr. KELLEY. A footman.

The CHAIRMAN. Yes, a footman; and that he has to get out and salute when the car stops, and all that sort of thing. Do you know anything about that? There has been some criticism as to that.

Admiral PARKS. Well, of course, the enlisted personnel is something with which I have nothing to do.

The CHAIRMAN. I understand that that is not under your control at all.

Admiral PARKS. That is a matter under the Bureau of Navigation, but I did hear that people were being enlisted who had cars.

Mr. HICKS. That is in the Naval Reserve, of course?

Admiral PARKS. In the Naval Reserve; that they were kept on duty driving their own cars, so that the car was practically being furnished as a gift to the Government. I sent out an order about 70 weeks ago about that.

The CHAIRMAN. It was a little more than two weeks ago. I have a copy of the order here, which I will read to the committee.

Mr. ESTOPINAL. You say people were enlisted who had cars of their own?

Admiral PARKS. That was the understanding, that they had a car, and were enlisted as yeoman, or something of that kind.

Mr. CONNELLY. And in some instances they were given a rank so as to pay for furnishing the car—a lieutenantcy, or something of the kind?

Admiral PARKS. I have not heard of anything of that kind.

Mr. VINSON. That is a very easy way to get out of hard service under the draft.

The CHAIRMAN. I will now read into the record the order of Admiral Parks dated March 6, 1918, on that subject [reading]:

*Circular letter No. 135.*

NAVY DEPARTMENT,
BUREAU OF YARDS AND DOCKS,
*Washington, D. C., March 6, 1918.*

From: Bureau of Yards and Docks.
To: All navy yards, and stations, naval districts, and other shore establishments.
Subject: Automobiles. Acceptance of voluntary service.

1. So much of section 3679, Revised Statutes, as forbids the acceptance of voluntary services has been construed to preclude the acceptance of the use of a privately owned automobile for Government service without compensation and the bureau has been directed by the Secretary of the Navy to "see that it is not done." Instructions are accordingly given that the use of any privately owned automobile for the benefit of the Government be not accepted in any case, except one of extreme emergency, in which case the service shall be at once covered by requisition to be accompanied by a report of the facts.

C. W. PARKS.

Mr. BRITTEN. Mr. Chairman, I would like to ask the admiral if that order would preclude the acceptance of service with a car in a location like the Great Lakes Training Station, covering hundreds of acres of land, where several millions of dollars' worth of work is under construction?

Admiral PARKS. I expected it to preclude the use of car, or services, or both.

Mr. BRITTEN. I have in mind the Great Lakes Training Station, because I was there during the latter part of last summer, when large construction work was in progress, and I know that a number of young men who had cars of their own enlisted, and Capt. Moffett was glad to take advantage of the cars and use them; it gave his men increased opportunity to serve the Government. He had those men doing all kinds of work and covering a great area, and without those cars I question whether the general efficiency would have been as great as it was.

Mr. HICKS. May I ask Mr. Britten a question at this point?

Mr. BRITTEN. Yes, certainly.

Mr. HICKS. About how many were there of those cars?

Mr. BRITTEN. I should say three or four.

Mr. HICKS. Were they young men within the draft age who were operating them?

Mr. BRITTEN. I have the case in mind of a young man named Couch, with the rank of ensign. I should say he was 42 or 45 years of age, and he was doing wonderful work; he had lots of

ability, to which was added his automobile for the benefit of the Government.

Mr. HICKS. So that it could not be claimed that those men were going into that service in order to evade the draft?

Mr. BRITTEN. No; they were not in it to evade the draft; they were in it to perform service for the Government, and they were doing a great gratuitous work for the Government. This bureau order would preclude such cases as those, where the man takes charge of his own car.

This man I mentioned lived, I should say, probably 10 miles from the Great Lakes Training Station, and he went back and forth in his car morning and night and was on the job all day long, as any recruit might be, or any seaman, taking orders from lieutenants who were 15 years his junior, and doing his work well, watching contractors, inspecting materials, and doing all sorts of work. And he was only one of several. I recall his name because he comes from an illustrious family in Illinois; one of his family is buried in the heart of Lincoln Park in Chicago, the vault is entirely surrounded by shrubbery. But he is only one of a number of young men who have contributed their service, and their automobiles, practically free to the Government.

Mr. HICKS. Was he doing this inspection work himself, or simply taking officers who were inspectors?

Mr. BRITTEN. I do not want to infer that he was doing inspection work only because that was not his sole duty, but he was doing a sort of managerial work, going all over the ground, watching railroad cars that were coing in this morning, and this afternoon watching deliveries of something else; to-morrow attending to motor trucks, and next day making arrangements with the transportation companies to see that things were brought in properly.

Mr. VINSON. Well, he was doing something more than contributing his car and getting the rank of ensign for doing it.

Mr. BRITTEN. Certainly.

Mr. VINSON. This order would not preclude his rendering that service, would it?

Mr. BRITTEN. Yes; this order would preclude that character of service.

Mr. KELLEY. Will you give us the reason which led up to the issuance of that order?

Admiral PARKS. Well, suppose we enroll a man as a yeoman who has a car; we let him operate that for Government business; he goes into the hospital; the car is available; we put another man on that car; the man we have placed on the car is not a suitable driver; he is not careful; he collides with a truck and the car is damaged; it is on Government business. That is an excellent opportunity for a claim.

Mr. VINSON. Have you had any cases of that kind?

Admiral PARKS. We had a case of that kind at Boston.

Mr. CONNELLY. Well, if it was a Government car, instead of a privately owned car, it would still be necessary to repair it, would it not?

Admiral PARKS. We would have proper authority for repairing a Government car; there is not any authority for repairing a private car.

Mr. CONNELLY. Well, financially it is the same thing, is it not?

Admiral PARKS. Except that legally we can take care of one, and the other we can not.

Mr. BRITTEN. What other abuses have there been in the acceptance of this character of service by the Government?

Admiral PARKS. I think the thing suggested by the chairman of the committee was one, although that does not come under my department; that is, the use of people enrolled for this particular duty.

Mr. ESTOPINAL. Are there not cases, also, where men subject to the draft have been taken in simply for the purpose of using their automobiles, and in that way it would also be an abuse? There are so many people who are trying to evade active service that it would be well to look into it at this time.

Admiral PARKS. Most of them that I have noticed have been young.

The CHAIRMAN. If the committee will permit me, I would like to read into the record at this time the order of September 28, 1917, issued by Hon. Franklin D. Roosevelt, as Acting Secretary of the Navy, on the same subject. [Reading:]

NAVY DEPARTMENT,
*Washington, September 28, 1917.*

From: The Secretary of the Navy.
To: All yards, stations, and naval districts.
Subject: Use of passenger-carrying motor-propelled vehicles.

1. The attention of commandants and commanding officers is invited to the fact that as considerable difficulty has heretofore been experienced in obtaining the necessary funds from Congress for passenger-carrying motor-propelled vehicles, and as these funds were appropriated only after assurance from the Navy Department that the motor cars would be used strictly for Government business, the department is considerably disturbed by having had the fact brought to its attention several times recently that in many cases, at various yards and stations, motor cars marked with the Navy insignia were regarded as private property for the use of the families of naval officers, their use for official purposes being wholly incidental, that it was a common sight to see these cars on shopping tours in the shopping districts of cities.

2. In order to avoid the reoccurrence of similar reports and complaints, commandants and commanding officers shall personally direct that each car which may have been, or which may hereafter be, authorized shall be used for strictly official business, and that the person in charge of the cars shall be an officer or civilian employee of the Government who shall personally vouch for the fact that he is engaged on business for the Government. Commandants and commanding officers are to be similarly guided as regards their use of Government vehicles. The department sees no objection to persons not in the direct employ of the Government sitting in such vehicles when they are accompanying an officer or employee of the Government who is discharging Government business.

3. Noncompliance with these instructions shall be regarded as disobedience of orders and a misuse and misapplication of Government property.

4. The department further directs that immediate steps be taken to place the following legend in appropriate letters on both front doors of each Government-owned car, letters to be in contrasting color to the car color, and not less than 1½ inches high, "This car is used for official Government business only."

5. The department in bringing this letter to the notice of the Bureau of Yards and Docks, which has cognizance of the purchase and operation of motor vehicles, has directed that suitable steps be taken to see that this order is carefully and fully observed.

FRANKLIN D. ROOSEVELT, *Acting.*

Mr. VINSON. That is a good order.

Mr. HICKS. So far as you know, Admiral Parks, has that been lived up to strictly?

Admiral PARKS. Not altogether.

Mr. VINSON. What has been done about it?

Admiral PARKS. An unfortunate occurrence arose about it. Some copies of this order got out without the signature attached, and that was not discovered until later. It was evident that the order was intended to be issued, but as the name had not been stamped on some of the copies, one navy yard had not received an order.

Mr. OLIVER. What yard was that?

Admiral PARKS. That was the New York Navy Yard. When I asked a little while ago why the reports had not been put in for the fourth quarter of 1917, they said they had no order.

Mr. OLIVER. Let me ask you this in that connection: Did they receive through the mail a copy of this order, or through military channels a copy of the order unsigned and then refused to obey the order simply because the signature did not appear thereon?

Admiral PARKS. They failed to comply with it because the order had not been actually signed.

Mr. VINSON. Did they make inquiry to see whether it was an official order or not?

Mr. OLIVER. Did they call the attention of the department to the fact that they had received an unsigned order and inquire whether or not it was, in fact, a genuine order?

Admiral PARKS. I have not been able to find that out.

Mr. WILSON. In what way did they not comply with it?

Admiral PARKS. The point in which I thought they had not complied was in not sending in the vouchers of Government use. It is possible that all the cars are properly marked, and it is possible that they have restricted them wholly to official business. But that same order came to Pearl Harbor without a signature and Pearl Harbor paid attention to it without raising any question. I do not know how many others got out without being stamped.

Mr. HICKS. Do you not think that an order coming out from the department through regular official channels, written on official paper, even though it does not bear the official signature of the proper officer, should receive observance on the part of commandants of these navy yards?

Admiral PARKS. Well, if we had neglected to comply with it at Pearl Harbor, I should have thought we were coming very close to disobeying orders.

Mr. TALBOTT. You would have considered, at Pearl Harbor, that that was an official order, would you not?

Admiral PARKS. We certainly would; we would have acted on it.

Mr. BROWNING. Was New York the only navy yard that did that?

Admiral PARKS. That was the only one I have heard of. I have not made any inquiry.

The CHAIRMAN. As I understood you, you stated that New York may have placed the lettering on the cars and may have complied with the rule as to using them for official use only. What they had not done was to send in what you call their "vouchers," showing that the order had been complied with?

Admiral PARKS. That it has been used for public purposes only.

The CHAIRMAN. Yes.

Mr. WILSON. If they had used it for other than official business, they would have violated the orders issued long prior to that, would they not?

Admiral PARKS. Oh, yes; there is no doubt about that; but this is an order calling their attention to it in a drastic way. The paragraph of the order which says that noncompliance with the instructions shall be regarded as a disobedience of orders and a misuse and a misapplication of Government property—that was intended by the department to call their attention to it in a very drastic way.

The CHAIRMAN. And also to make those who violated it subject to court-martial?

Admiral PARKS. That makes them subject to court-martial for violation of an order of that kind.

Mr. BROWNING. You started in to tell us that you called their attention to it, and they reported that they had no orders.

Admiral PARKS. They have one now. We did not know how many yards were in that position——

Mr. TALBOTT (interposing). The order has been properly signed now, has it not?

Admiral PARKS. It has been signed now. We did not know how many yards got an unsigned one, so we sent out a copy of the order to every yard and station.

Mr. BROWNING. Is that the excuse that they made, that they did not rececive a signed order?

Admiral PARKS. Yes.

Mr. OLIVER. Have you made inquiry to ascertain whether any cars are now being used by naval officers for official purposes that are not owned by the Government?

Admiral PARKS. No, I have not made an inquiry since I sent out that order.

Mr. HICKS. Have you any reports in your office that indicate that some of those official cars are being used by officers' wives for shopping and social purposes?

Admiral PARKS. Not since that order of September 28, 1917, went out.

Mr. HICKS. But you had them before that?

Admiral PARKS. We had them before that.

Mr. VINSON. That was against the rules of the department, was it not?

Admiral PARKS. Yes.

Mr. VINSON. Was nothing done about it?

Admiral PARKS. I do not know what action was taken about it. That was before I came to the bureau.

Mr. CONNELLY. It seems to me that we would be working along peculiar lines if we followed that rule out; the car would not be busy all the time; a commandant in a navy yard would not be in his car all the time; and I would not see anything especially wrong in a commandant sending his wife down town in that car.

Mr. TALBOTT. Nor I, either.

Mr. OLIVER. It is far better, however, that they should have a car of their own, for private use.

Mr. HICKS. I am not in sympathy, myself, with officers using these Government cars for private purposes.

The CHAIRMAN. The only thing is that you can not draw a line of demarkation, or division; the rule must either be observed, or it must be repealed.

Mr. WILSON. The same thing applies here as applies in the case which Mr. Britten cited as to private automobiles being furnished the Government. He might have one case which he would present where that might be objectionable; and yet the next hundred cases might be cases involving some ulterior motive, in order to gain some special advantage.

I can cite a case of two acquaintances of mine, in the Army—not in the Navy—where they enlisted, and one of them furnished a big Marmion car to the officers, and he got all kinds of favors and consideration, and escaped a whole lot of hardships that the ordinary private would have to undergo, and ought to undergo. And I imagine that in nearly every case where a man is furnishing a car to the Government, he is getting domething for it. We may find once in a while a patriot like Mr. Britten describes, but I imagine in a hundred cases to one of that kind, that we would find some ulterior motive. It seems to me that the order is very wise which forbids that altogether.

Mr. BRITTEN. If I had a better memory for names, I could name five or six of those cases.

Mr. OLIVER. It occurs to me that the committee will not dissent from the wisdom of the order issued by Admiral Parks, precluding the acceptance of the car and the designation of the owner to perform certain lines of work. It would be a practice that ought not to be tolerated, and I am glad to know that the order was issued.

Mr. KELLEY. In view of what Admiral Parks has said about the receipt of the order in New York, I am not quite clear as to the respect in which the order has been violated in New York.

The CHAIRMAN. I tried to state it a moment ago. I will state it again, and the admiral can correct me if I am incorrect.

The admiral stated that he had no information or knowledge that they had not complied with the order in its requirement of lettering the cars; or that they had not complied with it in abstaining from using the cars for private use, but that they had not sent in what he calls their "official vouchers," stating that they had used it solely for official purposes.

Mr. KELLEY. When they receive an order of that kind from the department, are they required to send back word that they have received the order and are complying with it; is that the idea?

Admiral PARKS. My idea of these vouchers was that, when the quarterly report was made of the mileage and expenses, etc., of the car, that report would be accompanied by a voucher stating that "This car has been used for official business only during the quarter reported on."

Mr. KELLEY. That is printed on the voucher, is it—a certificate of that kind?

Admiral PARKS. No; the reports were printed before this order was issued; it would require to be written in.

After some discussion, I am not sure that my interpretation of that was correct.

(After examining order.) In the second paragraph of the order it states:

And that the person in charge of the cars shall be an officer or civilian employee of the Government who shall personally vouch for the fact that he is engaged on business for the Government.

When I received that order, my interpretation was that we would have to make those returns, but as I have just read it the order indicates that the one who has personal knowledge of the car at the time shall personally vouch for the fact that he is engaged on business for the Government.

Mr. CONNELLY. Well, do you mean the operator of the car?

Admiral PARKS. Yes; if somebody comes up to the car and says, "Are you on Government business," he vouches for the fact that he is.

Mr. CONNELLY. I see. But suppose the admiral would order the chauffeur to take the admiral's wife down town, would you hold the chauffeur responsible then for taking her in the car?

Admiral PARKS. I think that would be a little difficult; it would be pretty hard on the chauffeur (laughter).

The CHAIRMAN. You would hold the admiral responsible in that case, would you?

Admiral PARKS. The admiral is the one who would be responsible.

Mr. KELLEY. As I understand, at the end of the month you have an account of each car?

Admiral PARKS. At the end of each quarter.

Mr. KELLEY (continuing). And those vouchers covering the expenses of the car for a quarter must be covered by a certificate to the effect that the expenditures were on official business?

Admiral PARKS. That was my interpretation of it.

Mr. KELLEY. Who makes out that certificate?

Admiral PARKS. The officer who has used the car for official business.

Mr. KELLEY. Well, that might be quite a large number of persons. In New York, you say, they have not accompanied their vouchers with that certificate; that is your complaint, is it?

Admiral PARKS. Yes.

Mr. KELLEY. Have you called their attention to that?

Admiral PARKS. I have called their attention to that.

Mr. KELLEY. And they are now doing it, are they?

Admiral PARKS. I think they will the next quarter, which is the end of this month.

Mr. CONNELLY. What has been the increase in the number of cars since the beginning of the war?

Admiral PARKS. Nearly all of them have been obtained since the beginning of the war.

Mr. CONNELLY. Prior to that there were few in the service?

Admiral PARKS. Very few, prior to the war.

Mr. CONNELLY. And these were bought not out of the appropriations but out of this lump-sum appropriation?

Admiral PARKS. Out of "Maintenance." Maintenance is the only appropriation that is properly charged with it—purchase and transportation.

Mr. CONNELLY. In this lump-sum appropriation that was turned over, was a certain amount turned over to "Maintenance," and certain to construction, repairs, and things like that?

Admiral PARKS. No; none of it was turned over to maintenance. We have been running on a deficiency in maintenance.

Mr. CONNELLY. Not under the regular appropriations carried in the bill?

Admiral PARKS. We have been charging the things that should properly be charged to maintenance to a deficiency in maintenance.

Mr. BROWNING. Mr. Chairman, if there are no other questions at this point, I would like to have the admiral proceed with his statement.

The CHAIRMAN. Yes; we have interrupted him with a good many questions.

Admiral, you stated that we had 224 cars in continental United States in the naval service?

Admiral PARKS. And in the insular possessions.

The CHAIRMAN. And in the insular possessions and 103 abroad.

We do not care, as I understand the wishes of the committee, to go into the question of those abroad, but into the question of the use of those at home.

You have a statement here [indicating] in which you take up alphabetically each place, and state the number of cars at each place and the uses for which they are needed and used.

Mr. KETTNER. And the name of the car.

The CHAIRMAN. Yes, and the name or type of the car that is being used. Will you insert that in the hearings as a part of your testimony?

Admiral PARKS. I will do so.

The CHAIRMAN. I would like to ask you if you have gone over that statement yourself carefully?

Admiral PARKS. Well, I went over it this morning as carefully as I could, in the time at my disposal.

The CHAIRMAN. I want to ask you if there is any suggestion that is known to you where they have more cars than are needed for legitimate and proper uses at the station where they are?

Admiral PARKS. I do not know of such a station.

The CHAIRMAN. I will ask you, before you revise your testimony, to go over the matter carefully with that end in view, and indicate in a note appended to your testimony, in answer to this question that I am now asking, if there is such a station or stations; and if so, you will indicate what those stations are, and state what the excess use is.

Admiral PARKS. I will do so, Mr. Chairman.

(The statement referred to was subsequently submitted by Admiral Parks, and is here printed in full as follows:)

The commandants of the various naval districts, in response to the bureau's inquiry as to whether there are any excess automobiles in their districts, have advised as follows:

*First naval district, Boston, Mass.*—No automobiles in excess of requirements. Those in official use first district are twelve Fords, one Studebaker, one Owen Magnetic, seven motor trucks, distributed fourteen stations in district.

*Second naval district, Newport, R. I.*—There is no excess of automobiles in this district.

*Third naval district, New York, N. Y.*—No excess. On the contrary three additional cars have been requested and not yet supplied for urgent district needs.

*Fourth naval district, Philadelphia, Pa.*—Three is not an excess of automobiles in the fourth naval district.

*Fifth naval district, Norfolk, Va.*—There is no excess of automobiles in this district. The number allowed up to date is not considered sufficient.

*Sixth naval district, Charleston, S. C.*—No excess automobiles sixth naval district.

*Seventh naval district, Key West, Fla.*—No excess automobiles in seventh district. Air station, Key West, has one passenger car, two trucks, one motorcycle with side car. Air station, Miami, has one passenger car, two trucks, one motorcycle with side car. Naval station, Key West, has eight trucks.

*Eighth naval district, New Orleans, La.*—No excess automobiles. We need one more passenger automobile for aid for information.

*Ninth, tenth, and eleventh naval districts, Great Lakes, Ill.*—No excess automobiles. Number of automobiles in district and station is still far below the actual needs.

*Twelfth naval district, San Francisco, Cal.*—The commandant twelfth naval district has no automobile. It is recommended that one be supplied at once to be attached to headquarters twelfth naval district, to be used for hauling officers and men only, and only when on duty on official business.

*Thirteenth naval district, Puget Sound, Wash.*—No excess automobiles.

*Fourteenth naval district, Pearl Harbor, Hawaii.*—Not sufficient number of automobiles now here.

Mr. OLIVER. I would like to ask Admiral Parks this question: I understand that before the war there were very few cars at these different stations. Now, the yards have not been greatly enlarged, and while the work has increased, the number of officers assigned for that work has likewise increased.

Why is it that now, it is so important that we assign a number of cars for the performance of the same character of work, by a large number of officers, that was performed without those cars before the war?

Admiral PARKS. The number of navy yards has not increased, but the number of stations has increased very materially; there are in the neighborhood of 500 now.

Mr. OLIVER. These cars are not used in going from one station to another, but only in transacting the business at the various stations: and the new stations are no larger in area than the old ones, and carry on largely the same character of work that the old stations did?

Admiral PARKS. Well, that does not cover the case exactly. We are doing a lot of work in the navy yards; we are doing a great deal more work in private establishments outside of the navy yards. All of the steam engineering work, whether it is done in the yards, or in these outside establishments, has to be inspected; and the number of inspectors has not been materially increased, but the inspection officers of the New York Navy Yard, for instance, must cover everything in Brooklyn, and possibly as far as New Haven, Conn., and perhaps as far as Trenton, N. J., on the other side.

There is a great deal of that outside work, and a good deal of traveling incident to the inspection is done by automobile which was formerly done by train, because, when we were doing a little work the train was good enough, but it takes too much time to cover that ground by train now; the train schedule is not satisfactory. The majority of the uses of these cars is not within the walls of the navy yard; it is taking care of this surrounding work that requires the use of cars.

Mr. OLIVER. I was desirous of developing just the information which you have that now suggests the necessity of furnishing cars where such necessity did not exist before the war.

The CHAIRMAN. There is another element, also, is there not—that of speed in construction?

Admiral PARKS. That is the principal thing; it has been necessary to speed up the work of inspection.

Mr. TALBOTT. Another important consideration is that you do not have to depend on the schedule of the railroad company; you can go when you are ready in the automobile, and are not delayed by delays in train service?

Mr. VINSON. Do you have an inspector at every outside place where you are doing work?

Admiral PARKS. We have subinspectors at those places, but the inspectors are the ones that must look after these things; they are the ones that are responsible; they must travel around to the different places.

Mr. VINSON. Is that done every day?

Admiral PARKS. That is done very frequently.

Mr. VINSON. You have inspectors at every place outside constantly, where you have work being done, have you?

Admiral PARKS. No; subinspectors.

Mr. VINSON. And then another inspector once or twice a week goes around to check those inspections up, does he?

Mr. BRITTEN. You do not have a subinspector at every plant where work is being done, because that is not warranted in many instances, is it?

Admiral PARKS. Of course, that is not true; we do not have one in every plant where work is going on, because the prosecution of that work does not require the constant supervision of a subinspector; but wherever it does require constant supervision, we endeavor to have a subinspector on it.

Mr. BRITTEN. And where it does not, the traveling inspector must take care of that locality, and the traveling inspector should have an automobile, where it will pay the Government to furnish one?

Admiral PARKS. Yes.

Mr. VINSON. For instance, take the New York Navy Yard: How many traveling inspectors have you there?

Admiral PARKS (examining paper). The industrial manager, public works department, two; provisions and clothing, two; medical officer, two; supply department, for use of fleet supply business, one; one to naval hospital; one to the Federal rendezvous; one at Supplies and Accounts for general use; another, provision and clothing depot; one assigned to the use of officers engaged in confidential duties. That one is not marked, and we do not want that one marked. One to the commandant's aide; one to the Ordnance Department; one to the hull division; one to the steam engineering division.

The CHAIRMAN. Well, those are cars. I understood Mr. Vinson's question to relate to inspectors.

Mr. VINSON. Yes; inspectors. I asked how many inspectors you had at the New York Navy Yard.

Admiral PARKS. I can not give that information.

The CHAIRMAN. That does not come under your jurisdiction?

Admiral PARKS. No; but for each one of those cars assigned to that duty there is at least one inspector.

The CHAIRMAN. The inspectors are under the jurisdiction of the different producing bureaus—Construction and Repair, Steam Engineering, and Yards and Docks also, I suppose?

Admiral PARKS. Yes; and also Supplies and Accounts.

The CHAIRMAN. Yes.

Admiral PARKS. While on duty at Schenectady, N. Y., some years ago, during the times of peace—we had the work scattered from Fort Wayne, Ind., to Lynn, Mass., and did not have a yards and docks subinspector in any of those places. An engine might be built at Watertown, N. Y., which could be inspected one day; there might be one at Buffalo the next day. All of the work for Yards and Docks

at that time in that district was taken care of by me, traveling from place to place, and without any material delay in the delivery of the material.

But at present we are running under a speed schedule that is away in excess of anything that we had prior to this war.

The CHAIRMAN. And also a much larger production?

Admiral PARKS. Twenty times as large in Yards and Docks.

Mr. CONNELLY. In the matter of the cars abroad, you say you have 103. Those, of course, do not serve any of the Army officers; they are just for the Navy.

Admiral PARKS. For the Navy wholly.

The CHAIRMAN. Admiral Parks, I want to take up another question, about the prices of the cars: I notice that we have been purchasing a considerable number of cars at $3,000 each; and there is an estimate of a number at $2 500 each in the letter that you sent to me.

I also have here [indicating] the memorandum received from you, as to the number and location of the cars. We spoke about putting that in the record. That will disclose, will it not, the location of all of our stations?

Admiral PARKS. It will not disclose all of our stations; there are certain stations where there are no cars.

The CHAIRMAN. I understand.

Admiral PARKS. And it does not disclose any foreign stations.

The CHAIRMAN. I know; but we have in that list of yours, if I remember correctly, 700 or 800 naval stations on our own coasts.

Admiral PARKS. Well, we have not gotten up to that number yet.

The CHAIRMAN. Well, how many have you there [indicating paper in Admiral Parks's hands]?

Admiral PARKS. I think about 475 that I know of.

The CHAIRMAN. Yes. It was represented to me sometime ago that the location of these stations had not been published, and that they were regarded as confidential to a greater or less extent. Is there any matter of confidence in the location of these stations that should not be published?

Admiral PARKS. Well, I do not think the Naval Air Stations should be published.

The CHAIRMAN. That is what I had in mind.

Mr. VINSON. You can put them in by districts, can you not? You can say so many cars for the various districts?

The CHAIRMAN. I was bringing that matter up, because I had asked Admiral Parks to put in that list of stations and of cars at the stations in the record of his testimony, without having in mind the fact that they have not been publishing the location of our air stations.

Mr. BROWNING. Mr. Chairman, if that data is put into the record of the hearing, could not the record be kept for the committee alone? The Committee on Military Affairs have hearings which they do not publish; they keep them in the committee room.

The CHAIRMAN. They do not print them; I think they keep them in typewritten form.

Mr. BROWNING. Yes, I think they do print them; but they told me they do not distribute them; it is a confidential matter. I think we should have an opportunity to examine that list.

Mr. HICKS. Suppose we have the admiral put it in his testimony, and if it is decided later to delete it from the printed record, that can be done.

Mr. ESTOPINAL. Why should we object to naming the naval air stations. Everybody else knows the naval air stations. Why should we attempt to keep them secret?

Mr. KETTNER. There is no secret about them, because the cars used at the stations are marked "United States Navy" and are used in the vicinity of the various stations.

The CHAIRMAN. I was speaking about putting the information in printed form, where it could get into the hands of other persons, and be sent abroad.

Mr. HICKS. There is no question that outside persons will get the information, and it will go abroad. Our cars have all been marked, and the stations from which they come are, of course, known.

Mr. ESTOPINAL. I do not believe there should be any mystery about this matter. Our enemies know about it, and why should we not know?

The CHAIRMAN. Then, Admiral Parks, you may insert the list in the record of your testimony.

Admiral PARKS. All right, Mr. Chairman.

The CHAIRMAN. I have a statement here dated December 18, 1917, from the "Bureau of Yards and Docks to the Bureau of Supplies and Accounts. Subject: Schedule 2041-1/2, Passenger automobiles. Inclosure: Bids."

Does that represent the present bids—the submission of bids at the present time?

Admiral PARKS. The bids upon which the present contracts are being based.

The CHAIRMAN. For instance, I notice here that you have a car, "Pierce-Arrow, six-cylinder, Navy, price, $4,400." The War Department price is not given.

Then, "Locomobile, six-cylinder, Navy, price, $4,359.43; war price, $4,500."

What do you mean by this "War price" as compared with the Navy price?

Admiral PARKS. These are proposals received by the War Department prior to the date upon which the Navy prices were received, and the Army are less than the Navy prices, partly on account of the later date at which the Navy bids were received and partly on account of not being furnished with extras, fittings, that are required under the Navy contract.

Mr. HICKS. Let me ask you this question. I understand that the Ford Co. makes a special contract with the Navy Department to supply their cars at a discount of 15 per cent. Is that about the same percentage that is allowed in the case of the other makes of automobiles? Do you know about that?

Admiral PARKS. Well, we got one car at $1,396; it was offered to me for $1,700 for personal purchase.

Mr. OLIVER. What car is that?

Admiral PARKS. That is the Oldsmobile.

Mr. OLIVER. You got it for $1,396, and it was offered at $1,700?

Admiral PARKS. That is what we have paid under our contract for Government purchase and the higher price is the one which I must pay if I buy a car for my personal use.

Mr. TALBOTT. Do you use any open cars?

Admiral PARKS. Yes.

Mr. OLIVER. Admiral, I understand that in the Army the cars are sold at the price the agent is permitted to purchase, and they are not allowed to charge any commission whatever on Government cars. Does that rule obtain in reference to purchases for the Navy?

Admiral PARKS. The prices I have examined indicate it is just about the state of affairs.

Mr. OLIVER. It is my understanding that the middleman is cut out entirely. It is first ascertained what commission is allowed agents for selling cars, and then the company sells to the Government at that price.

Mr. HICKS. In other words, the company does not sell it at any less price, but it merely means the middleman does not get his commission.

Admiral PARKS. I found that to be the case for United States trucks the other day.

The CHAIRMAN. How is that? You say they sell it at the same price.

Admiral PARKS. Sell it without any commission.

Mr. HICKS. As I said before, the company gets the same price that it would receive from private customers, but the middleman don't get his commission.

The CHAIRMAN. But they don't sell it to the Government at the same price at which they sell it to an agent? In other words, the Government gets the commission?

Mr. KELLEY. I understand it is the practice of the Government to buy from the manufacturer.

The CHAIRMAN. That is my understanding. The Navy price on Pierce Arrow, 6 cylinder, is put down here at $4,400. Is it contemplated to buy any cars at that price?

Admiral PARKS. Not at all. After receiving this lot of bids some cars were selected to be recommended, and the list on the next page shows those selected for purchase—two 12-cylinder cars, two 8, and two sixes.

The CHAIRMAN. I will put this in the hearing. On page 3, the last paragraph, after the words "After availing of advice of expert engineers and considering the proposals submitted, the following styles of cars—two 12-cylinder, two 8-cylinder, and two 6-cylinder cars—are recommended for selection."

Then you have "Owen-Magnetic, I suppose 6 cylinder, $3,600, and Packard, 12 cylinder, $3,345; Cadillac, 8 cylinder, $2,603; National, 12 cylinder, $2,179; Reo, 6 cylinder, $1,534; Oldsmobile, 8 cylinder, $1,398.60."

Now, Admiral, what is the necessity or propriety of buying a car at $3,600?

Admiral PARKS. I don't think there is any. We have cut it out. Although it is on that list, we have practically cut it out for purchase.

The CHAIRMAN. What is the use of purchasing a car at $3,345 or $2,600?

Admiral PARKS. Well, I believe on this aircraft business it is desirable to have a high-power car that is as reliable as it is possible to get, and I believe we are not throwing away money when we are paying $3,500 for a car for this duty.

The CHAIRMAN. Now, you have selected some National 12 cylinders, $2,179. Is that a serviceable car?

Admiral PARKS. I think it is. I have been letting that one go out lately where a Packard has been called for except for air-station work. I don't think it is anywhere near as dependable as a Packard, but I think it is a sufficiently good car for anybody for most service.

Mr. BRITTEN. Is a Packard more dependable than a Cadillac?

Admiral PARKS. There is a question whether it is any more dependable than a Cadillac or not. They are both of them so good that I would hesitate to say that one was more dependable than the other.

The CHAIRMAN. The Cadillac is $2,603 and the other one is $3,345.

Admiral PARKS. That comes to a question of cylinders.

Mr. CONNELLY. Your idea of having a high-power car, of course, is to get out to a wreck as quick as possible?

Mr. VINSON. That is for use on a cross-country road which is very bad, and may retard the progress of a high-powered car and you might not make as much progress as in a light car.

Mr. HICKS. With all due respect to these various makes I believe that a Cadillac car will do all the work a Packard will do at considerable less expense.

Admiral PARKS. I feel that way myself personally. I feel when I have gotten up to six cylinders I have as many as I want for my personal use. But I do know that a great many people feel that a 12-cylinder car will give them a flexibility that they can't get with a six.

Mr. HICKS. You have got eight with a Cadillac.

Admiral PARKS. You have eight with a Cadillac.

Mr. ESTOPINAL. It is said that the 12-cylinder don't work as well as the eight—that 12 cylinders are too many. I have been told that by experts in the manufacture of cars.

Mr. OLIVER. How many of the larger cars, high-priced cars, do you contemplate purchasing?

Admiral PARKS. I really think there might be 20 this next year.

Mr. OLIVER. And the others would be largely of she Ford class?

Admiral PARKS. Get all Fords.

Mr. BROWNING. How many do you expect to purchase next year altogether?

Admiral PARKS. I have estimated 50 other than Fords.

Mr. BROWNING. How many Fords?

Admiral PARKS. About 100 Fords.

Mr. BROWNING. About 150 cars you want to purchase next year altogether?

Admiral PARKS. That is it.

The CHAIRMAN. He asks for 50 seven-passenger cars on an estimate of $2,500 and 100 five-passenger cars, which are Fords, and your estimate is at $500. If you get them with the commission off aren't they less than that, or do you have to have some extras put on that run your Ford up to $500?

Admiral PARKS. We have some extras—extra tires.

The CHAIRMAN. The Ford cars delivered here in Washington up to quite recently was less than $400.

Mr. KETTNER. It has gone up $95, Mr. Chairman.

The CHAIRMAN. If you get off the commission, you run that down ome.

Admiral PARKS. But we want speedometers on our cars, and, of course, Ford doesn't furnish that.

Mr. HICKS. Do you require self-starters on those Fords?

Admiral PARKS. We are getting self-starters for most of them.

Mr. BRITTEN. Do you require an extra tire?

Admiral PARKS. Extra tire and the rim.

Mr. OLIVER. Had you considered that it might be economical to provide a number of motorcycles at all stations for use in good weather?

Admiral PARKS. We are using a lot of them.

Mr. WILSON. Mr. Chairman, Admiral Parks hasn't told us anything of the present needs calling for additional——

The CHAIRMAN. I am going to take that up with him when we get over with what we have at the present time.

Now, then, you have asked for 50 what you call high-power cars, seven-passenger cars, on an estimate of $2,500 each. You said just a moment ago that perhaps they would purchase 20.

Admiral PARKS. Of the high-power cars.

The CHAIRMAN. Are these 50 not all intended to be high-power cars?

Admiral PARKS. No; I included in that 50 those down to the Oldsmobile class, the six-cylinder class.

The CHAIRMAN. Then you average, your $2,500 is the average price, and some will cost over $2,500 and some will cost under $2,500.

Admiral PARKS. That is the idea.

The CHAIRMAN. Where are you going to get those 50 cars, Admiral?

Mr. KELLEY. Don't you have a bid on the Buick there at all?

Admiral PARKS. Yes, but that did not show up as advantageous as the cars we recommended.

Mr. BRITTEN. Do you mean in price?

Admiral PARKS. Price and specifications together. These proposals were worked out for price and specifications and the two most economical cars in each class were selected for the cars in these classes.

Mr. BRITTEN. Did you give the committee the names of those?

The CHAIRMAN. Yes; he gave them here, and I just read them a moment ago.

Can you tell us where you want to use the 50 cars that are more or less high-power cars?

Admiral PARKS. I have estimated them as first district 2, second district 4, third district 6, fourth district 3, fifth district 3.

Mr. WILSON. I don't believe we understand it by districts. I do not know what he is talking about.

The CHAIRMAN. I will let him define districts in a moment.

Admiral PARKS. Sixth district 2, seventh district 1, eighth district 2, ninth, tenth, and eleventh 2, twelfth 2, thirteenth 1, fourteenth 1, foreign 21.

Mr. BROWNING. You say 21 of them?

Admiral PARKS. Yes, sir.

Mr. BROWNING. Out of your 50?

Admiral PARKS. Out of the 50.

The CHAIRMAN. That leaves you 29 for the United States, then?

Admiral PARKS. Yes, sir.

The CHAIRMAN. Now, then, they were asking about the districts. Can you tell us in a general way where the districts—we have 16 districts, haven't we?

Admiral PARKS. Fifteen. The first district, with headquarters at Boston, takes in everything from Eastport to Cape Cod. The second district, with headquarters at Newport——

Mr. WILSON. On what do you base your recommendation there for how many cars for the first district?

Admiral PARKS. Two for that district.

Mr. WILSON. How do you get at the additional needs there?

Admiral PARKS. It is pretty largely an estimate without much foundation; but these districts have been established recently in their present form, and the organization of the district staffs indicates about seven demands for transportation. It is pretty largely a guess; it is thoroughly a guess, to tell the truth, and it is based upon the number of cars now in the district, the duties that they now perform, and the organization of this new district staff. While I have estimated two in that district they may show us that they want 10, and we may find that we will give them 1.

Mr. CONNELLY. That is about the ratio, isn't it?

Admiral PARKS. No, it is not quite as bad as that, but they think it is, some of them. For instance, I had a request for four cars from one place the other day; an officer came in from that station, and I asked, "Why have you asked for four cars?" He said, "Because we thought we might get one." One was plenty for the station.

Mr. VINSON. These high-power cars were to be used exclusively with the air station?

Admiral PARKS. No, sir; but air stations call for high-power cars. There are some high-power cars in other places.

Mr. BRITTEN. What percentage of the 21 will be used at air stations approximately?

Admiral PARKS. I should imagine two-thirds of them; that depends pretty largely upon what additional stations of that kind we provide.

Mr. BRITTEN. Well, but you are basing your present calculation on——

Admiral PARKS. On districts. There will be certain activities put in those districts that do not exist now, and certain districts may be protected with air stations others may not, and as fast as possible we will provide the additional air stations for protection.

Mr. VENABLE. May I ask a question there? You said an officer came in your office from a district that made demands for four cars. You asked him why he asked for four, and he said he asked for four because he thought he might get one. Haven't you some regulations or orders by which these officers are required to ask for only what they need? How otherwise are you as the head of the department to get accurate information or knowledge what to come to us for?

Admiral PARKS. That is what they are expected to do, to ask for what they need and give reasons.

Mr. VENABLE. Isn't there some way by which they can be made to live up to their expectations?

Admiral PARKS. I have been in the service for quite a while but I haven't seen that lived up to very much yet.

Mr. VENABLE. You can very readily appreciate how a member of this committee would feel for instance with the knowledge that such condition obtains. You come before the committee and ask us for certain things. Your information is necessarily gained from officers in the service, and you, yourself, tell us that their requests to you

in a good many instances are not what they themselves think they need.

Admiral PARKS. We have to examine into the accuracy of their estimates, and modify them when necessary.

Mr. HICKS. When you come to us, how many more do you ask for than you expect us to give you?

Admiral PARKS. All I can say is that several years ago the then chairman of the committee asked me how well pleased I was with the estimates, as they had given me what I wanted. I said, "No, you haven't given me a single one I wanted; you have cut every one in two, I can't use a single one of them." He said, "Well, don't you always ask for twice as much as you want?" That is exactly what I do not want to do, to ask for an estimate in excess of what, in my opinion, that estimate should be. That is the practice I follow personally, but I do know that very much larger estimates than necessary often come in.

Mr. WILSON. How do you get at your foreign estimate? The first plan on the back of that, the 103 cars doesn't include any of the engines in possession in this country. Where do we use the 103 cars in foreign countries?

The CHAIRMAN. France, England, Scotland, and Ireland.

Mr. WILSON. Prior to the war were we using those cars?

Admiral PARKS. Not prior to the war.

Mr. WILSON. How do you make your estimate more than 21 cars abroad?

Admiral PARKS. We know approximately what we have now, and I know to some extent the things that are being considered which we will probably have to take up. It is based on that kind of thing.

Mr. HICKS. Wouldn't it be based largely upon the recommendation made by Admiral Sims and Admiral Wilson?

Admiral PARKS. Not exactly on that because when any requisition comes in, we fill it. We don't base our estimate on that but upon what we know about the present distribution of air and radio stations, hospitals, and other things. We know some things that are liable to be added to the list.

Mr. BROWNING. Do you know of any important matters to bring out, because we have got to go to the House in a few moments.

The CHAIRMAN. I want to say so far as the foreign service is concerned whatever they say is needed the committee don't want to curtail them, but we do want to look into this seeming piling up of machines here in the United States and the uses of them by persons for other than strictly legitimate official purposes.

(Thereupon the committee took a recess until 2 o'clock p. m.)

NAVY DEPARTMENT,
BUREAU OF YARDS AND DOCKS,
*Washington, D. C., December 18, 1917.*

From: Bureau of Yards and Docks.
To: Bureau of Supplies and Accounts.
Subject: Schedule 2041½, passenger automobiles.
Inclosures: Bids.

1. The bureau returns herewith bids received under schedule 2041½ for passenger automobiles with request that all bids be rejected except the following, to whom awards are recommended:

Bid No. 13. Cadillac Motor Car Co.
Bid No. 55. National Motor Car & Vehicle Co.
Supplemental bid, Baker R. & L. Co.

Bid No. 61. Olds Motor Works.
Bid No. 64. Packard Motor Car Co.
Bid No. 65. Reo Motor Car Co.

2. With reference to the bid of the National Motor Car & Vehicle Corporation, it is desired that the award be made for the 12-cylinder car only.

3. It is also desired that the contracts be made to cover the delivery of from 1 to 25 cars with the right to order any number of cars at any time within six months from the date of contract, but not binding the Government to order any number. It is also desired that the contract provide that if at any time during the life of the contract, the contractors have an existing contract with any other department of the Government under which they are to furnish cars at a lower price, the Navy Department shall be entitled to order cars at such lower price, the proper allowance being made for differences between the car to be furnished the Navy and the car to be furnished under such other contract. The bureau will submit requests from time to time for placing orders under these contracts as requirements may arise and be approved.

*Seven-passenger cars authorized but not yet ordered.*

| | |
|---|---|
| Naval air station: | |
| Chatham, Mass | 1 |
| Montauk, L. I | 1 |
| Rockaway, L. I | 1 |
| Bay Shore, L. I | 1 |
| Cape May, N. J | 1 |
| Hampton Roads, Va | 1 |
| Key West, Fla | 1 |
| Miami, Fla | 1 |
| San Diego, Cal | 1 |
| Total | 9 |

*Bids received under Schedule No. 2041½, November 2, 1917, for from 1 to 25 cars, with about $200 worth of spare parts and extras.*

| Name. | Cylinders. | Navy price. | War price. |
|---|---|---|---|
| Pierce-Arrow | 6 | $4,400.00 | ..... |
| Locomobile | 6 | 4,359.43 | $4,500.00 |
| Owen-Magnetic | 6 | 3,887.50 | ..... |
| White | 4 | 3,846.80 | ..... |
| Marmon | 6 | 3,436.70 | ..... |
| Packard | 12 | [1] 3,345.58 | 2,932.50 |
| Mercer | 4 | 2,863.09 | ..... |
| McFarlan | 6 | 2,743.20 | 2,450.00 |
| Cadillac | 8 | 2,603.00 | 2,097.50 |
| National | 12 | 2,179.00 | 1,968.75 |
| Apperson | 8 | 1,906.33 | ..... |
| Westcott | 6 | 1,785.60 | 1,432.00 |
| Moon | 6 | 1,687.50 | 1,500.00 |
| Premier | 6 | 1,685.00 | ..... |
| Apperson | 6 | 1,654.33 | 1,620.00 |
| National | 6 | 1,654.00 | 1,618.75 |
| Willys Overland | 4 | 1,557.21 | 1,185.75 |
| Haynes | 6 | 1,551.25 | 1,466.25 |
| King | 8 | 1,525.00 | 1,250.00 |
| Reo | 6 | 1,534.00 | 1,200.00 |
| Paige | 6 | 1,498.50 | 1,106.30 |
| Kissel | 6 | 1,417.00 | 1,150.00 |
| Jackson | 8 | 1,302.25 | ..... |
| Chandler | 6 | 1,348.23 | 1,295.00 |
| Oldsmobile | 8 | 1,398.60 | ..... |
| Chalmers | 6 | 1,285.88 | 1,095.00 |
| Studebaker [2] | 6 | 1,105.70 | 937.50 |
| Empire | 6 | 1,152.45 | ..... |
| Studebaker [2] | 4 | 906.70 | 738.75 |

[1] Special price of $3,012.08, good till Mar. 1, 1918.
[2] Price not guaranteed for 6 months. Not cord tires.

War Department price does not include extras called for by Navy schedule. War Department bids were opened early in June, 1917. Navy bids opened November 2, 1917.

Bids received on requisition No. 136, Yards and Docks; bids opened December 14, 1917, on Owen Magnetic cars only.

Baker R. & L. Co. (manufacturers), 7 cars..... $3,600

It can not be stated definitely what cars could be obtained through the War Department as their contracts have varying conditions, some having expired by time limitation, some having been completely filled, etc.

The requirements of the Navy after the home air stations are supplied will, under present conditions, be light, probably not more than 10 cars in the next six months (the time limit of the schedule).

It is believed advisable to contract with six bidders for cars ranging in price from the Owen-Magnetic, at $3,600, to the Oldsmobile, at $1,398.60, the contract to cover the delivery of any number up to 25 at any time within six months, but not binding the department to order even one car. This would give contracts under which cars could be selected to best fit the service for which required.

After availing of the advice of expert engineers and considering the proposals submitted, the following-named cars (two 12-cylinder, two 8-cylinder, and two 6-cylinder) are recommended for selection:

| | |
|---|---|
| Owen-Magnetic (6) | $3,600.00 |
| Packard (12) | 3,345.00 |
| Cadillac (8) | 2,603.00 |
| National (12) | 2,179.00 |
| Reo (6) | 1,534.00 |
| Oldsmobile (8) | 1,398.60 |

The particular car to be ordered for any station or service to be determined by the Assistant Secretary upon recommendation of the bureau.

Early decision is important as the home air stations are in service and cars are urgently needed.

*Passenger automobiles on hand Mar. 25, 1918.*

| Make. | Passenger capacity. | Use. |
|---|---|---|
| Anacostia, D. C., naval air station: | | |
| Ford | 5 | Commanding officer and his assistants at the air station for trips to the department, the Washington Navy Yard, and various places in the city on official business. |
| Annapolis, Md. Naval Academy: | | |
| Packard | 7 | Superintendent of the academy and his principal assistants in making official calls, etc. |
| Ford | 5 | Officer in charge of public works construction in connection with the inspection of work under contract. |
| Do | 5 | Public works department for visiting the various public buildings and grounds on inspection duty. The academy grounds cover something over 110 acres. |
| Do | 5 | Officer in charge of naval experiment station and his assistants. This car is necessary owing to the isolated location of the station. |
| Do | 5 | Officer in charge of the rifle range and his assistants in making necessary trips between the rifle range and the academy and places in Annapolis on official business. |
| Baltimore, Md.: | | |
| Ford | 5 | Section base headquarters for visiting various vessels in harbor on official business in connection with armed guard, etc. Vessels are generally located at various points along the water front which can not be reached by the street car service. |
| Do | 5 | Inspector of engineering material in making frequent trips between his office and various shops and supply houses for articles for ships which are being constructed or furnished. |
| Bay Shore, L. I., naval air station: | | |
| Owen-Magnetic | 7 | Naval air station in connection with flying operations. It is often necessary to go to some distant point where aeroplanes have descended. A 7-passenger car is a part of the equipment of each air station. |
| Hudson | 5 | Naval air station in connection with flying operations. It is often necessary to go to some distant point where aeroplanes have descended. A 7-passenger car is a part of the equipment at each air station. |

*Passenger automobiles on hand Mar. 25, 1918*—Continued.

| Make. | Passenger capacity. | Use. |
|---|---|---|
| Bensonhurst, L. I., section base No. 6, third naval district: | | |
| Ford | 5 | Used for trips to the city and the navy yard on official business in connection with securing supplies, etc. |
| Boston, Mass., navy yard: | | |
| Haynes | 7 | Chief of staff, navy yard, Boston, for official trips about the city. It is at present out of commission on account of accident. |
| Do | 7 | Assigned to the commandant for official visits about the city. |
| Ford | 5 | Supply officer and his assistants in connection with purchases and delivery of supplies. |
| Do | 5 | Do. |
| Boston, Mass., custom house: | | |
| Ford | 5 | Inspector of engineering material in making frequent trips between his office and various shops and supply houses for articles for ships which are being constructed or furnished. |
| Buffalo, N. Y.: | | |
| Oldsmobile | 7 | Inspectors of aircraft material at various factories in Buffalo. |
| Do | 7 | Do. |
| Ford | 5 | Do. |
| Do | 5 | Do. |
| Do | 5 | Cost inspector in connection with aeroplane construction work in making necessary trips between his office and the various plants. |
| Cambridge, Mass.: | | |
| Ford | 5 | Inspector of ordnance for visiting various plants manufacturing ordnance and material. |
| Camp Logan, Ill., naval rifle range: | | |
| Ford | 5 | Officers of the rifle range in making necessary trips in the vicinity of the rifle range. |
| Cape May, N. J., naval air station: | | |
| Owen-Magnetic | 7 | Air station in connection with flying operations. It is often necessary to go to some distant point where aeroplanes have descended. A 7-passenger car is a part of the equipment of each air station. |
| Ford | 5 | Air station in connection with flying operations. It is often necessary to go to some distant point where aeroplanes have descended. |
| Cape May, N. J., naval section base, fourth naval district: | | |
| Ford | 5 | Used for making necessary trips between the section base and the city in connection with supplies, mail, etc. |
| Cape May, N. J., naval training camp: | | |
| Ford | 5 | Used for making necessary trips between the training camp and the city in connection with supplies, mail, etc. |
| Do | 5 | Do. |
| Do | 5 | Do. |
| Cavite, P. I., naval station: | | |
| Packard | 7 | Commandant and other officers for official trips to Manila and other points in the vicinity of the station. |
| Charleston, S. C., navy yard: | | |
| Peerless | 7 | Commandant on official duties throughout the yard and between the yard and the city. Also used by disbursing officer to transport funds from the city to the yard; and official duties of the yard. |
| Ford | 5 | Assigned to training camp. Used for carrying mail to the Hartford (receiving ship) and carrying passengers between receiving ship and training camp. Also used by commanding officer of the training camp and receiving ship in connection with his work between the camp, the ship, and the city. |
| Do | 5 | Assigned to clothing factory in connection with the work between the clothing factory and the yard and the clothing factory at the (site of the) immigration building. It carries officer in charge between the two factories and also spare parts to machines and additional material. |
| Do | 5 | Public works department inspectors in connection with the work of inspecting portable buildings at A. C. Tuxbury Lumber Co. and the navy yard. Also used to locate and expedite movements of material from the city to the yard and from the yard to foreign shipments. |
| Do | 5 | Delivered but not yet accepted. Will be assigned to public works department. To be used by the public works officer and inspectors in inspecting work in the yard and also at the immigration building (clothing factory) and distant control radio station in the city. Portable buildings at Tuxbury mill 4 miles south of yard, also Burton's mill a mile to 2 miles by road north of navy yard. Clothing factory building, on city water front, 8 miles from yard, and not on car line. |

*Passenger automobiles on hand Mar. 25, 1918*—Continued.

| Make. | Passenger capacity. | Use. |
|---|---|---|
| Chatham, Mass., naval air station: | | |
| Ford | 5 | Naval air station in connection with flying operations. It is often necessary to go to some distant point where aeroplanes have descended. |
| Owen-Magnetic | 7 | Naval air station in connection with flying operations. It is often necessary to go to some distant point where aeroplanes have descended. A 7-passenger car is a part of the equipment of each air station. |
| Cleveland, Ohio: | | |
| Ford | 5 | Inspector of ordnance in connection with inspection service at various plants where ordnance material is being manufactured. |
| Darien, Canal Zone, naval radio station: | | |
| Ford | 5 | Necessary trips in vicinity of the radio station by officers and employees on official business. |
| Detroit, Mich.: | | |
| Ford | 5 | Civil engineer in charge of construction of barracks, etc., in vicinity of the Ford Motor Works. The camp is located about 9 miles from the city. |
| East Lamoine, Me., naval coal depot: | | |
| Ford | 5 | Officer in charge of the coaling plant and his assistants. There is no other means of communication inland from this depot. |
| Eighth naval district, New Orleans: | | |
| Ford | 5 | Officer in charge of sealing radio plants on board vessels coming into port. |
| Erie, Pa.: | | |
| Ford | 5 | Cost inspector engaged in keeping record of cost of material being manufactured for the Government. |
| Fifth naval district, Norfolk, Va.: | | |
| Packard | 7 | Commandant of the fifth naval district for the use of himself and his assistants in making official trips about the district. |
| Do | 7 | Public works officer of the district for official trips to various scattered points in the district where construction work is going on. |
| Peerless | 7 | Supply officer of the district at the naval operating base, Hampton Roads for official trips between the base and the city. |
| Oldsmobile | 7 | Assigned for general use about the district. It is used principally by the chief of staff, and also by the district medical officer and the officer in command of the hospital at base, in connection with sanitary and health service work. |
| First naval district, Boston, Mass.: | | |
| Ford | 5 | Used by officers and others connected with the first naval district principally for necessary trips between the navy yard and the city of Boston; also investigating vessels at various points about the harbor. |
| Cadillac | 7 | Commandant of the first naval district, Boston, for necessary trips to the city and to various points about the harbor where vessels are being repaired, etc. |
| Fort Lyon, Colo., naval hospital: | | |
| Ford | 5 | Commanding officer and others in the vicinity of the naval hospital for necessary trips to the railroad station and other points. |
| Fourth naval district, Philadelphia, Pa.: | | |
| Packard | 7 | Commandant, fourth naval district, Philadelphia, for necessary trips to various points under his jurisdiction. |
| Do | 7 | This car is held in reserve for the use of the commandant of the fourth naval district. |
| Ford | 5 | District communication superintendent, whose duties require him to visit various radio stations and vessels coming into port. |
| Do | 5 | Used by subordinate officers and others connected with the fourth naval district for necessary inspection trips. |
| Glen Burnie, Md., naval rifle range: | | |
| Ford | 5 | Used in connection with rifle range for necessary trips to city in connection with supplies, mail, etc. |
| Great Lakes, Ill., naval training station: | | |
| Packard | 7 | Assigned to commandant for official use in visits about the station and to the city, on inspection trips, and in connection with the visits of officials and distinguished persons to the station. |
| Do | 7 | Assigned to commandant for official use in visits about the station and to the city, on inspection trips, and in connection with the visits of officials and distinguished persons to the station. |
| Kissel | 7 | This car is now out of commission. |
| Dodge | 8 | Used in connection with transportation of men connected with the hospital training school, between the railroad station, barracks and school. |

*Passenger automobiles on hand Mar. 25, 1918*—Continued.

| Make. | Passenger capacity. | Use. |
|---|---|---|
| Great Lakes, Ill., naval training station—Con. | | |
| Studebaker | 10 | Transportation of men between the railroad station and barracks. |
| Do | 10 | Do |
| Do | 10 | Do. |
| Ford | 5 | District communication superintendent and his assistants for necessary trips between the radio school and the training camp. |
| Do | 5 | Medical officer for use in visiting various parts of the station periodically, and for emergency calls. |
| Do | 5 | Executive officer, naval training station for use in visiting the various parts of station periodically on inspection service. |
| Do | 5 | Public works officer in connection with inspection of construction work and other duties. |
| Do | 5 | Inspector of meats, Chicago, in visiting the various plants furnishing meats for the Navy. |
| National | 7 | Assigned to aviation detachment at the station for necessary trips about the station and in the vicinity. |
| Ford | 5 | Assigned to the rifle range for making necessary trips between the range and the station proper. |
| Guam, naval station: | | |
| Peerless | 7 | Assigned to the commandant of the station for making official trips of inspection about the island. |
| Ford | 5 | Used for general service on the island, principally in connection with inspections of construction work at various points. |
| Guantanamo, Cuba, naval station: | | |
| Ford | 5 | Assigned to the station for official use about the station and in the vicinity on trips of inspection. |
| Do | 5 | Assigned to the rifle range for necessary trips between the range and the station proper, and in the vicinity. |
| Gulfport, Miss., naval training camp: | | |
| National | 7 | Assigned to commandant for necessary official trips about camp and to the city. |
| Ford | 5 | Assigned to the naval training camp, Gulfport, which is 2½ miles from the city. Used principally in connection with procuring supplies, mail, etc. |
| Do | 5 | Assigned to the naval training camp, which is 2½ miles from the city. It is used principally in connection with procuring supplies, mail, etc. |
| Hampton Roads, naval air station: | | |
| Packard | 7 | General use of commanding officer and assistants between air station and city and emergency trips in connection with flying operations. |
| Ford | 5 | General use of subordinate officers and employees in connection with flying operations. |
| Do | 8 | General use in transportation of men in connection with flying operations. |
| Do | 8 | Do. |
| Hampton Roads, Va., naval operating base: | | |
| Peerless | 7 | Assigned to commanding officer, naval operating base, Hampton Roads, for official trips between base and city. |
| Ford | 5 | General transportation of subordinate officers and employees about the station and through the city. |
| Do | 5 | Do. |
| Do | 5 | Do. |
| Do | 5 | Do. |
| Do | 5 | Assigned to senior medical officer in connection with sanitation and health work. |
| Do | 5 | Assigned to paymaster of the base for necessary trips to the city in connection with purchases. |
| Do | 5 | Public works officer in connection with construction work and necessary trips between operating base and the city. |
| Hampton Roads, Va., naval training station: | | |
| Oldsmobile | 7 | Commanding officer naval training station, Hampton Roads, and for use of his assistants in necessary trips between the new station at the naval base and the old station at St. Helena in connection with the establishment of the new station. |
| Hingham, Mass., naval training camp: | | |
| Ford | 5 | Assigned to general service in connection with the naval training camp for necessary trips between the camp and the city. |
| Indianhead, Md., naval proving ground: | | |
| Packard | 7 | Assigned to the naval proving ground, Indianhead, for necessary trips between Washington and the proving ground on account of lack of other adequate transportation facilities. |

*Passenger automobiles on hand Mar. 25, 1918*—Continued.

| Make. | Passenger capacity. | Use. |
|---|---|---|
| Key West, Fla., naval air station: | | |
| Owen-Magnetic | 7 | Assigned to the naval air station for general use and for emergency trips in connection with flying operations. |
| Ford | 8 | Assigned to naval air station for the transoprtation of men in connection with flying operations. |
| Key West, Fla., naval station: | | |
| Ford | 5 | Assigned to the naval radio station for necessary transportation between the radio station and the naval station proper in connection with securing supplies, mail, etc. |
| Lake Denmark, N. J., naval ammunition depot: | | |
| Ford | 5 | Assigned to naval ammunition depot for necessary transportation between ammunition depot and Dover, N. J., a distance of about 7 miles. |
| Machiasport, Me.: | | |
| Ford | 5 | For use of the district supply officer, first naval district, in connection with securing supplies for the section base for patrol boats, etc. |
| Mare Island, Cal., navy yard: | | |
| Winton | 7 | Assigned to the commandant for general use in making inspection trips about the station. |
| Ford | 5 | Assigned for general use of officers of the yard for necessary quick trips about the island. |
| Do | 5 | Assigned to the naval ammunition depot for necessary trips between the depot and the navy yard proper. |
| Miami, Fla., naval air station: | | |
| Owen-Magnetic | 7 | Assigned to the air station for general use and emergency trips in connection with flying operations. |
| Packard | 7 | Assigned to marine aviation force for temporary use preliminary to going abroad. This car is to be taken abroad with the Marine detachment. |
| Montauk, L. I., naval air station: | | |
| Owen-Magnetic | 7 | Assigned to the naval air station for general use and emergency trips in connection with flying operations. |
| Ford | 5 | Assigned for general use in connection with flying operations and general maintenance of the station. |
| Montauk, L. I., section base No. 4, third naval district: | | |
| Ford | 5 | Assigned for the use of the medical officer in making sick calls. |
| Minneapolis, Minn., naval school: | | |
| Oldsmobile | 7 | Commanding officer of the naval school for necessary trips to the city in connection with supplies, mail, etc. |
| Mount Pleasant, S. C., naval rifle range: | | |
| Ford | 5 | Assigned for general use in connection with obtaining supplies for handling mail, etc. |
| Munhall, Pa.: | | |
| Ford | 5 | Assigned for the use of the inspector at Munhall and vicinity for necessary trips between various plants manufacturing ordnance material. |
| Do | 5 | Assigned for the use of the inspector of hull material for visiting various plants manufacturing hull material. |
| Nahant, Mass., naval experiment station: | | |
| Pierce-Arrow | 7 | Assigned to the experimental board investigating antisubmarine devices for use in visiting various laboratories, shops, etc. |
| New Brunswick, N. J., naval radio station: | | |
| Ford | 5 | Assigned to naval radio station for necessary trips between the radio station and New Brunswick in connection with supervision of radio operations, obtaining supplies, etc. |
| New Haven, Conn., section base, 3rd Naval District: | | |
| Ford | 5 | Assigned to general service in connection with procuring supplies, etc., for patrol boats. |
| New London, Conn.: | | |
| Haynes | 7 | Assigned to the officer in command of the submarine force for necessary trips in connection with outfitting and inspection of submarines. |
| Reo | 7 | Assigned to the officers connected with the tactical group, submarine base in connection with necessary operations, obtaining supplies, etc. |
| Do | 7 | Assigned to the section base, State Pier, for necessary trips in connection with outfitting supplies for patrol boats, etc. |

*Passenger automobiles on hand Mar. 25, 1918*—Continued.

| Make. | Passenger capacity. | Use. |
|---|---|---|
| New London, Conn.—Continued. | | |
| Ford | 5 | Assigned to supply officer, section base, for necessary trips in connection with purchases, inspection of supplies, etc. |
| Reo | 7 | Assigned to the commanding officer of the Coast Guard Academy, New London, for necessary trips in connection with training of men, supplies, etc. |
| New London, naval experiment station: | | |
| Ford | 5 | Assigned to the board on antisubmarine devices for transportation of officers and men in connection with examination and testing of devices. |
| Reo | 7 | Do. |
| New Orleans, La., naval station: | | |
| Peerless | 7 | Commandant for the necessary trips between the naval station and city. |
| Do | 7 | Industrial manager for transportation of himself and assistants between the naval station and the city. |
| Ford | 5 | Assigned to medical officer for making sick calls, inspections, etc. |
| Do | 5 | Supply department for necessary trips between the naval station and city in connection with purchase of supplies, inspections, etc. |
| Newport, R. I., naval station: | | |
| Owen-Magnetic | 7 | Commandant of the station for necessary inspection, trips, etc. |
| Ford | 5 | Public works officer for necessary trips of inspection about the station in connection with construction work. |
| Newport, R. I., naval training station: | | |
| Haynes | 7 | Commanding officer for the necessary inspection trips about the station and between the station and city. |
| New York, N. Y., navy yard: | | |
| Chalmers | 7 | This car is out of commission and is unserviceable. |
| Packard | 7 | Commandant of the yard for inspection trips about the yard and to outlying stations, also trips to the city on official business. |
| Do | 7 | Industrial manager, navy yard, for inspection trips about station and official visits to the city. |
| National | 7 | Public works department of the navy yard for inspection trips about the yard and to outlying stations, and trips to the city on official business. |
| Ford | 5 | Public works department for transportation of officers and inspectors on inspection trips about yard and to outlying stations. |
| Do | 5 | Provisions and clothing depot for official trips about city in connection with purchases, inspection, etc. |
| Do | 5 | Provisions and clothing depot for official trips about city in connection with purchases, inspection, etc. |
| Do | 5 | Medical officer for making trips about the yard and official visits in connection with supplies, etc. |
| Do | 5 | Medical department in connection with trips of inspection. |
| Do | 5 | Supply department for use in connection with fleet supply base, South Brooklyn, N. Y. |
| Do | 5 | Assigned to the naval hospital for general use. |
| Do | 5 | Assigned to Federal rendezvous, Fifty-second Street Armory, for use of commanding officer and Board of Investigations. The board investigates accidents to small boats, etc. |
| Do | 5 | Assigned to Supplies and Accounts depot for general use in making trips about yard and to the city. |
| Do | 5 | Assigned to provisions and clothing depot for official trips in connection with supplies, purchases, etc. |
| Do | 5 | Assigned for use of officers engaged on confidential duties. |
| Hudson | 7 | Assigned to the commandant's aid for general use about the yard and necessary trips to the city. |
| Ford | 5 | Assigned to the ordnance department of the yard for necessary trips about the yard and to the city. |
| Do | 5 | Assigned to the hull division for general use in trips about the yard and to the city. |
| Do | 5 | Steam engineering division for general use in trips about the yard and to the city. |
| Norfolk, Va., navy yard: | | |
| Peerless | 7 | Commandant of the yard for inspection trips about the yard and outlying stations and official trips to the city. |
| Do | 7 | Industrial manager of the navy yard for inspection trips about the yard and to outlying stations and official trips to the city. |
| Ford | 5 | Assigned to the training station at St. Helena for general use. |
| Do | 5 | Public works department for inspection trips about the yard and official trips to the city. |
| Do | 5 | Supply department of the yard for official trips connected with purchases, supplies, etc. |
| Do | 5 | Medical officer of the yard for inspection trips about the yard and official calls. |

*Passenger automobiles on hand Mar. 25, 1918*—Continued.

| Make. | Passenger capacity. | Use. |
|---|---|---|
| Norfolk, Va., navy yard: | | |
| Ford | 5 | Supply department of the yard for official trips connected with purchases, supplies, etc. |
| Do | 5 | Naval ammunition depot, St. Juliens Creek, for official trips between the ammunition depot and the navy yard. |
| Do | 5 | Naval hospital for official trips between the hospital and the navy yard and the city. |
| Do | 5 | Assigned to the armed guard officer for official trips connected with the placing of armed guards aboard vessels. |
| Pearl Harbor, Hawaii, naval station: | | |
| Owen-Magnetic | 7 | Commandant for official visits and trips of inspection. |
| Ford | 5 | Assigned to the transportation department for general use. |
| Peekskill, N. Y., naval rifle range: | | |
| Ford | 5 | Assigned to the rifle range for necessary official trips between the range and the town. |
| Pelham Park, N. Y., naval training camp: | | |
| Hudson | 7 | Assigned to the commanding officer of the training camp for official trips to the city. |
| Packard | 7 | Assigned to the officer in charge of new construction work for official trips between the training camp and the construction office in New York. |
| Ford | 5 | Assigned to the training camp for general official use. |
| Do | 5 | Do. |
| Pensacola, Fla., naval air station: | | |
| Peerless | 7 | Commandant of the naval air station for inspection trips about the station and trips to Pensacola on official business. |
| Ford | 5 | Assigned to general use. |
| Do | 5 | Disbursing commissary officer for necessary trips in connection with supplies. |
| Philadelphia, Pa., navy yard: | | |
| Packard | 7 | Commandant of the yard for inspection trips and official visits to the city. |
| Do | 7 | Transportation department for regular scheduled passenger service between the navy yard and the city. |
| Do | 7 | Do. |
| Ford | 5 | Armed guard office for official trips in connection with arming vessels. |
| Do | 5 | Hull and machinery division for official trips about the yard and the city. |
| Do | 5 | Office of the captain of the yard for inspection trips about the yard and official visits to the city. |
| Do | 5 | Assigned to receiving ship and training camp for general use. |
| Do | 5 | Public works department for inspection trips about the yard and outlying stations. |
| Do | 5 | Inspector of ordnance, naval ammunition depot, Fort Mifflin, for official between the navy yard and the depot. |
| Do | 5 | Supply department for official use in connection with purchases, etc. |
| Do | 5 | Assigned to the commandant's office for general use. |
| Philadelphia, Pa., naval aircraft factory: | | |
| Cadillac | 7 | Assigned to the manager of the naval aircraft factory for official use in connection with the manufacture of aeroplanes. |
| Ford | 5 | Naval aircraft factory for general use. |
| Do | 5 | Do. |
| Do | 5 | Do. |
| Philadelphia, Pa., Cramp's Shipyard: | | |
| Ford | 5 | Assigned to the cost inspector at Cramp's shipyard for general use in connection with cost accounting. |
| Pittsburgh, Pa.: | | |
| Ford | 5 | Inspector of engineering material for official use in connection with inspection of material at various plants. |
| Porto Rico, radio station: | | |
| Ford | 5 | District communication superintendent for official use in connection with communication systems, Porto Rico. |
| Portsmouth, N. H., navy yard: | | |
| Peerless | 7 | Commandant of the yard for inspection trips about the yard and official visits to Portsmouth and vicinity. |
| Puget Sound, Wash., navy yard: | | |
| Winton | 7 | Commandant for official use in connection with inspection trips about the yard. |
| Ford | 5 | Public works department for use in connection with inspection work. |
| Do | 5 | Assigned to training camp and general use. |

*Passenger automobiles on hand Mar. 25, 1918*—Continued.

| Make. | Passenger capacity. | Use. |
|---|---|---|
| Quincy, Mass., Fore River Shipbuilding Co.: | | |
| Ford | 5 | Superintending constructor for official trips between various plants constructing ships. |
| Do | 5 | Engineer officer for use in making inspection of engineering material at various plants in vicinity. |
| Do | 5 | Cost inspector for trips between various plants constructing ships in connection with cost accounting. |
| Do | 5 | Assigned to medical officer for making sick calls. |
| Radio, Va., Radio station: | | |
| Ford | 5 | Naval radio station for official trips between the radio station and the Navy Department offices. |
| Rockaway, L. I., naval air station: | | |
| Owen-Magnetic | 7 | Assigned to the naval air station for general use and for emergency trips in connection with flying operations. |
| Ford | 8 | For transportation of men in connection with flying operations. |
| San Diego, Cal., naval air station: | | |
| Packard | 7 | General use and for emergency trips in connection with flying operations. |
| Ford | 5 | Assigned to naval air station for general use. |
| Do | 8 | For transportation of men in connection with flying operations. |
| San Diego, Cal., public works office: | | |
| Ford | 5 | Public works officer for use in connection with construction work in vicinity of San Diego. |
| San Diego, Cal., naval training camp: | | |
| Pierce-Arrow | 7 | Assigned to the naval training camp, San Diego, for general use. |
| San Francisco, Union Iron Works: | | |
| Ford | 5 | Cost inspector, Union Iron Works, in connection with cost accounting. |
| Do | 5 | Inspector of machinery, Union Iron Works, in connection with inspection of material. |
| San Pedro, Cal., naval submarine base: | | |
| Ford | 5 | Assigned to the submarine base for general use. |
| Santo Domingo, United States military government: | | |
| Haynes | 7 | Assigned to the military governor for general use. |
| Sayville, L. I., naval section base, third naval district: | | |
| Ford | 5 | Medical officer for making sick calls. |
| Seattle, Wash.: | | |
| Ford | 5 | Superintending constructor, Seattle, Wash., in connection with supervision of construction of ships. |
| Second naval district, Newport, R. I.: | | |
| Ford | 5 | Supply officer, second naval district, for general use in connection with obtaining supplies. |
| Sixth naval district, Charleston, S. C.: | | |
| Ford | 5 | Used by district communication superintendent in connection with work between headquarters and distant control radio station and the navy yard, in connection with supervision of all communication systems in the naval district. |
| Do | 5 | Assigned to the commandant for general use. |
| Do | 5 | Assigned to the medical officer in attending officers, enlisted men, and marines in the district, principally in the city. Also used to give first aid to civil employees; also used to make sanitary inspections and in going from headquarters to piers for ship inspection. |
| South Charleston, W. Va., naval projectile plant: | | |
| Packard | 7 | Officer in charge of construction work for official trips in connection with construction work on the projectile plant. |
| St. Thomas, Virgin Islands: | | |
| Haynes | 7 | Assigned to the commandant for general official use. |
| Third naval district, New York: | | |
| Packard | 7 | Commandant of the district for official trips to outlying stations. |
| Oldsmobile | 7 | Commandant's office for official general use of officers and employees. |
| Ford | 5 | Naval reserve office for official use in connection with the naval reserve force. |
| Do | 5 | Supply department, third naval district, for use in connection with obtaining supplies. |

*Passenger automobiles on hand Mar. 25, 1918*—Continued.

| Make. | Passenger capacity. | Use. |
|---|---|---|
| Twelfth naval district, San Francisco: | | |
| Oldsmobile | 7 | Commandant of the district for official trips of inspection. |
| Virginia Beach, Va., rifle range: | | |
| Ford | 5 | Assigned to naval rifle range for official trips between the range and Norfolk. |
| Wakefield, Mass., naval naval rifle range: | | |
| Ford | 5 | Assigned to the rifle range for official trips in obtaining supplies, mail, etc. |
| Do | 5 | Do. |
| Washington, D.C., navy yard: | | |
| Packard | 7 | Assigned to the commandant for inspection trips about yard and official visits to the city. |
| Owen-Magnetic | 7 | Captain of the yard's office for inspection trips and official trips to the city. |
| Cadillac | 7 | Assigned to officer engaged on confidential duty. |
| Studebaker | 7 | Assigned to service in connection with construction work. |
| Do | 7 | Do. |
| Do | 7 | Assigned to regular schedule, passenger service, with departmental offices. |
| Do | 7 | Do. |
| Do | 7 | Do. |
| Ford | 5 | Assigned to communications office for official trips in inspection and operation of communications system. |
| Do | 5 | Assigned to the transportation office for general service. |
| Do | 5 | Do. |
| Foreign service: | | |
| 26 Fords | 5 | Special service. |
| 7 Packards | 7 | Do. |
| 70 Cadillacs | 7 | Do. |

*Estimated distribution of passenger-carrying automobiles required during fiscal year 1919.*

| Naval district. | 5-passenger cars. | 7-passenger cars. |
|---|---|---|
| First | 4 | 2 |
| Second | 8 | 4 |
| Third | 12 | 6 |
| Fourth | 6 | 3 |
| Fifth | 6 | 3 |
| Sixth | 4 | 2 |
| Seventh | 2 | 1 |
| Eighth | 4 | 2 |
| Ninth, tenth, and eleventh | 4 | 2 |
| Twelfth | 4 | 2 |
| Thirteenth | 2 | 1 |
| Fourteenth | 2 | 1 |
| Foreign | 42 | 21 |
| Total | 100 | 50 |

AFTER RECESS.

The committee met at 2 o'clock p. m., pursuant to adjournment, Hon. L. P. Padgett, chairman, presiding.

The CHAIRMAN. Gentlemen, we have with us again admiral Parks, Chief of the Bureau of Yards and Docks. Does any member of the committee wish to ask any questions?

Mr. HICKS. I want to suggest that the admiral make quite a lengthy statement with regard to the stations these automobiles are to go to.

Mr. WILSON. He got to Boston, station No. 1.

The CHAIRMAN. He has put down here a full statement about that—each one.

Mr. OLIVER. Admiral, I understand that there have been supplied at many of the navy yards cars costing more than $2,800 and at yet other yards cars costing between $2,000 and $2,800. In a statement made some time ago I recall there was a Peerless car furnished to the Charleston Yard and Packard cars furnished to other yards. Now, why should there be this difference in cars furnished and prices paid therefor, when they are supplied to officers occupying exactly the same relationship to yards of equal importance?

Admiral PARKS. Well, my understanding of the issue of automobiles prior to January was that they had been assigned in accordance with the duties expected of those cars and without reference to the rank or other condition of the officer who might be the principal user of the car, and since January that has been the case. The recommendation for the car has been made in accordance with the duty expected to be performed by the car. Well, certain Packard cars were furnished to commandants, presumably with the idea that a particularly good quality of car was required to carry out the commandant's duties. At the Boston Navy Yard they furnished a Haynes. The Haynes wasn't satisfactory for some reason. One was badly damaged sometime ago, surveyed, and a request made for a Packard. It was not thought that the Boston Navy Yard needed a Packard but that something must be furnished in lieu of the damaged Haynes. I recommended to the Secretary that a National car be furnished.

Mr. VENABLE. Did you get any sale value on the Haynes when you turned it in?

Admiral PARKS. The survey didn't indicate any. I went up there the other day and asked for particulars and cost of repair. I expect to repair that Haynes for $150 and that it will be a very valuable car.

Mr. BROWNING. You are speaking of a Packard. Wouldn't a Cadillac be just as useful as any car—an eight-cylinder Cadillac?

Admiral PARKS. I believe it is just as good. During the last two months I don't think I have recommended either a Cadillac or a Packard but once.

Mr. OLIVER. I assume there must have been some rule to determine what kind of cars should be purchased for the different yards. and yet no information has been supplied to this committee to show what work required a Peerless at one yard, a Haynes at another yard, a Packard at another, or a National at another.

Admiral PARKS. During the present six months we are working on a schedule of six cars established as a result of bidding and the examination of the bids, but in the rush incident to entering this war the records indicate that cars were purchased without this general bidding; the bureau purchased Owen-Magnetic cars for one place or half dozen places—seven, I think—Peerless for others, and Haynes for others after conference with the Assistant Secretary.

Mr. HICKS. Have you any system or do you propose adopting any system by which you take up the various navy yards and designate the number of cars needed in each? Say, navy yard at Charleston shall have so many cars, because of the work to be done and supervised; Brooklyn will have so many, and after you have desig-

nated the number of cars for each yard will you subdivide again and see which cars shall go to the different places? It would standardize the service.

Admiral PARKS. I haven't done that, because these requests come in and suggest something that hasn't been thought of in the bureau. I undertook to bring you two or three requests this afternoon—here is one from the operating base at Hampton Roads and another one from New York. This one from New York asks for a car for the surgeon to visit people who are attached to the yard—not living at the navy yard, but throughout the city. He gave the reason that the car already furnished is needed for the aide of the commandant of the district, and the district offices having been removed to 280 Broadway that car is no longer available for the visiting surgeon. Until that was presented to us in that way we believed that there was a surgeon's car available in New York for that duty. When the district is fully organized, the commandant and staff established for inspection and supervisory duties will need cars that were not contemplated before the organization of that district. These district organizations haven't gotten fully in swing yet, I believe, but good progress is being made. I gave you a list the other day of cars that I expected to be called for in those districts, due to the establishment of a district as distinct from a navy yard.

The CHAIRMAN. You spoke of giving one the other day. Look over these and see which one you have reference to.

Mr. HICKS. You don't think, as I understand you to say, it is practicable to adopt the suggestion I made a moment ago to establish in the districts a definite system, stating the number of cars for each district and subdivide that again as to the kind of cars for those particular districts?

Admiral PARKS. I don't think it is because they are not all alike. After a while these districts may be wholly alike. Operations has sent an Admiral to the several districts to find out how each district commandant is starting the operations. After the investigation a preliminary order was gotten out for the purpose of getting the district organization into line. Now, even after they have gotten into line as much as possible the district of Newport will not be very closely similar to the district of New York, and the district of Great Lakes will be entirely different from either of the other two. I don't consider then that it is possible to lay out a general district scheme and say so many cars to each district that will apply all the way around. Take the fourteenth district for instance, Hawaii, Guam, and Tutuila. The functions of that district are very largely different from the third district in New York. The third district in New York has perhaps 500 vessels of all kinds attached to it at the present time.

Mr. HICKS. I didn't mean that all districts should be alike, of course; but say it takes so many cars in all the districts, and after that to standardize, say district No. 1 shall have so many Fords and so many of another make and district No. 2 so many, and so on.

Mr. TALBOTT. Oughtn't any one district to have not more than one make, oughtn't they to standardize them?

The CHAIRMAN. You have got to have different makes because you can use some Fords for some purposes and you have to have a high-power car for other purposes.

Mr. VENABLE. As I understand it this inquiry might be divided into three subheads, the price of the car, the number of the cars required and the quality of the car. My colleague, Mr. Hicks, has inquired something about the number, asking you if you could, by a survey of the yards, determine definitely what you would have to have in the yards. Your reply was, you were not prepared to say that that could be done because unexpected needs would arise as the organization progressed, and these districts had not proceeded to such a point yet that you could answer that question—that is your final answer on that?

Admiral PARKS. That is the best answer I could give you.

Mr. VENABLE. Now, as to the price and quality of these cars, what is the character of the work that these motor cars are required to do around these different yards?

Admiral PARKS. Most of them are used for inspection.

Mr. VENABLE. It is simply the ordinary driving of the car isn't it?

Admiral PARKS. Most of them are that and for that reason most of them are Fords.

Mr. VENABLE. Something to get a man there in a reasonable time and at a reasonable speed. Is there ever any necessity for going over 25 or 30 miles an hour?

Admiral PARKS. I have gotten the idea that on this air station business it is.

Mr. VENABLE. How many air stations are there. Is there one for every yard or something like?

Admiral PARKS. More than one in some districts. Just how many there are, I haven't the number in mind.

Mr. VENABLE. In those cases it is necessary to go sometimes at great speed, that is your information?

Admiral PARKS. The best speed you can make.

Mr. VENABLE. Well, they are generally located in cities and thickly settled communities. Do you have to travel as a rule along much traveled highways where you meet other people?

Admiral PARKS. Some of them are rather far from the cities. Take one, Rockaway, for instance.

Mr. VENABLE. In going to that station do you travel along highways where traffic is frequent?

Admiral PARKS.—Some highways——

Mr. VENABLE. The point I am getting at is this, do you ever need a car that has to go over, say, 45 miles an hour, would you ever travel as a rule——

Admiral PARKS. I wouldn't expect to go over 45 miles an hour.

Mr. VENABLE. Personally I wouldn't like to go that fast but for ordinary travel you would hardly expect that even at the most urgent speed these cars will have to go over 45 miles an hour?

Admiral PARKS. I wouldn't expect it but some stories indicate that they are making more than that, such as on trips to Montauk from Brooklyn with the advantage of covering more stations in a day.

Mr. VENABLE. So that would indicate, Admiral, that you need some cars for that service that are stronger and also can make that speed?

Admiral PARKS. And not liable to break down.

Mr. VENABLE. Strong and can make that speed. As a matter of fact, any six-cylinder car will make over 45 miles an hour without any trouble.

Admiral PARKS. I believe that is true.

Mr. VENABLE. That is an accepted fact.

Admiral PARKS. Yes.

Mr. VENABLE. A Hudson Super-six car that sells for $1,800 or $1,900 will make 90 miles an hour. I think it has a registered speed——

Mr. TALBOTT. It will have to have somebody in it besides me.

Mr. VENABLE. And any six-cylinder will make 65 miles an hour. Admiral, we can all take it as a fact, can we not, that the price of the car does not necessarily have any relation to the power?

Admiral PARKS. I don't know, but I think sometimes it does have some relation.

Mr. VENABLE. Well, I mean you have, for instance, moderate-priced six-cylinder cars, moderate price eight-cylinder cars; you have expensive six-cylinder cars and expensive eight-cylinder cars. The low-price car will have the same amount of power as the high-price car, the horsepower being developed by the motor depending upon the size of the cylinder and the length of the piston stroke.

Admiral PARKS. But they are not all the same; all the sixes are not the same.

Mr. VENABLE. No; neither in the low-price car or in the high-price car. You will have some low-price cars with greater power than high-price cars. Price does not necessarily bear relation to the power.

Admiral PARKS. Take Chalmers, the two sixes, one of them has a great deal more power than the other and about $400 difference in price. In that case I think power has some relation to price.

Mr. VENABLE. In that case they might, because they make them, but I am talking about all kinds of cars. You take the same line of car made by the same people, they will make different cars—they make different models—but take a line of cars generally, I don't think the price of the car bears any relation to the power. For instance, take the King; they make an eight-cylinder car; they are moderate priced; Cadillac makes an eight-cylinder car, a much handsomer car and better finished, and I suppose much better car, and yet your King eight will develop as much if not more power than your Cadillac.

Admiral PARKS. And a Marmon six costs a whole lot more than a Chalmers and hasn't any more power.

Mr. VENABLE. A good deal of the price goes into the upholstery and the refinery, as I understand it. Now, Admiral, I have asked those questions for the purpose of asking you this question which will draw the conclusion from what I have asked, if those facts be true, do you not think it is possible to buy a car at a less price, for instance, than a Packard, that will furnish all of the endurance and all of the speed that the service of the navy yards require?

Admiral PARKS. I believe it is.

Mr. VENABLE. Has your department (I know you haven't personally, Admiral, because you have only been there since January, this car situation is an inheritance I believe), has your department any record of the service of these cars that have been in use, how long they have lasted, and what has been their resale value when they were replaced by new ones.

Admiral PARKS. Not the last. It has quarterly reports giving mileage, oil and gas, and tire expense, time of replacement, and that

kind of thing; the depreciation on account of length of service; value at the end of that period.

Mr. VENABLE. Well, I don't know whether you have examined those records or not, so I don't know whether you can answer this question. How long do these cars in this service as a rule last before the officer begins to insist that a new car is needed?

Admiral PARKS. Well, none of them except two have had to be replaced.

Mr. VENABLE. And have you some moderate-priced cars that have been in service as long as your Packards and high-priced cars?

Admiral PARKS. I have not looked at all the dates.

Mr. VENABLE. Is that your impression?

Admiral PARKS. My impression is that the first cars bought were very high-priced cars; the moderate-priced cars were not purchased for some time after these——

Mr. VENABLE. How long ago were the high-priced cars bought?

Admiral PARKS. About June last year.

Mr. VENABLE. Been no cars prior to that time?

Admiral PARKS. No, sir.

Mr. VENABLE. And when were the moderate-priced cars purchased?

Admiral PARKS. Began pretty soon after that.

Mr. VENABLE. Do your reports indicate that your cars are holding up under the work?

Admiral PARKS. I haven't examined them, but I believe that they do.

The CHAIRMAN. I would like to ask you this question: At what limit of cost, if a limit was prescribed, a maximum limit, on seven-passenger cars, could safely be placed in the bill to secure a car that would be serviceable and meet the requirements of the service, a car that is serviceable without extra ornamentation?

Admiral PARKS. Well, I don't know that it is safe to put it less than $3,000. We have seen a little increase in price lately, and we hear a good deal about an increased schedule of wages that is going to occur in May, and I am not at all sure that the present prices are going to be the ones that will prevail after the 1st of July. I rather believe that they will not.

The CHAIRMAN. Then, if it is put as high as $3,000, there is no use of putting a limitation at all.

Admiral PARKS. I would prefer not to see a limitation put in.

Mr. BROWNING. Wouldn't these Cadillac $2,603 cars be as good as you want?

Admiral PARKS. I think so, but I believe that they will cost over $3,000 when this bill goes into effect.

Mr. BROWNING. Hasn't it been only a very short time when the Cadillac car was only $2,000?

Admiral PARKS. $2,300 about four years ago.

Mr. TALBOTT. What do you do with a car when it is worn out?

Admiral PARKS. We have a system that makes it impossible to get the best price for a used car.

The CHAIRMAN. Can you work your old cars in as the individual does with the factory on the trade?

Admiral PARKS. I think there is a question about that, unless you give us authority to dispose of public material that way.

Mr. VENABLE. The best way to buy the new car is to get the car from the company that will give you the best value for your old car on a new one.

Mr. OLIVER. The matter that has worried me in connection with the authorization of this number of cars is this: Before we entered the war we had appropriated but little money for the purchase of cars, and at many of the stations officers are not now doing any very different character of work from that before we entered the war, and yet it seems now, at every station, there is a demand for cars to perform exactly the same character of work that was performed in a satisfactory way without complaint before.

Admiral PARKS. It doesn't impress me that way. I have visited the yards from Portsmouth to Charleston, none of the others, and those are the yards with which I was fairly well acquainted up to three or four years ago. Those yards do not seem at all to me to-day as they did four years ago. It seems as though the people had very much more to do. Just take the engineering inspector, for instance, at Boston. He has an immense lot of stuff in Cambridge and as far as Worcester in that direction, and Providence in the other direction. He is rushing it. We are saying 30 days now for delivery where formerly we said 90 and 100 days, and it seems to me there is an entirely different feeling.

Mr. OLIVER. What is the necessity of having a seven-passenger car for that character of work?

Admiral PARKS. We don't give it to them. We give them a Ford.

Mr. OLIVER. What is the real need of having a seven-passenger car where usually there are not that number of parties engaged in performing inspection work or other official work at the same time in connection with the same job?

Admiral PARKS. Well, I put in a recommendation for a seven-passenger car for Pearl Harbor at the time I made my last annual estimate. I recommended that in lieu of a five-passenger car, which would have been sufficient for the commandant himself, but the commandant at times has to take his staff with him, which requires more than four seats, and, of course, he generally has somebody for a driver. I recommended it in order that the commandant might be able to take his staff on duties for which he had used his own car for from time to time. I think that reason holds for commandant's cars at navy yards generally. But most of the cars we are buying are five-passenger cars Fords—that are large enough.

Mr. CONNELLY. It wouldn't be satisfactory to allow a certain allowance for cars for the big yards and confine it to Fords so far as the other——

Admiral PARKS. I don't think that would be satisfactory.

Mr. TALBOTT. Why do you confine it to Fords?

Mr. CONNELLY. Well, they are the utility cars, and the other cars are usually cars for functions. A certain amount of them are ornamental, and they have a certain value for that. Everybody wants to be respected for that, but probably out of 365 days of the year there will be 10 days that you will have real call for a valuable car and a nice car. Why not allow $300 a year for the payment for cars of these sizes, for every city the size of Boston has fine cars?

The CHAIRMAN. Admiral, I will ask you to place in the record your letter to me of March 1, inclosing a statement with reference to cars

on hand October 13 and February 28, and a memorandum to the chief of date December 13, 1917.

(The matter referred to follows:)

NAVY DEPARTMENT,
BUREAU OF YARDS AND DOCKS,
*Washington, D. C., March 1, 1918.*

MY DEAR CONGRESSMAN: In compliance with your request for an explanatory letter with reference to the estimate that there will be required $356,000 for purchase, maintenance, repair, and operation of all motor-propelled and horse-drawn passenger-carrying vehicles for the fiscal year 1919 mentioned on page 48 of the naval appropriation bill, draft 1, you are advised that this estimate which was made up October 13th last, was arrived at as set forth in memorandum inclosed herewith, entitled "Estimate, passenger-carrying vehicles, October 13, 1917." It was at that time impossible to do more than guess at the number of additional machines that would be required, and this is also true of the revised estimate which has been made and is submitted herewith, entitled "Estimate, passenger-carrying vehicles, February 28, 1918." The difference between the two estimates will indicate that the first estimate was entirely too low. The second estimate may prove to be either too high or too low, depending upon the duration of the war. It is based upon a continuance of existing conditions throughout the year.

Respectfully,

C. W. PARKS,
*Chief of Bureau.*

Hon. L. P. PADGETT, M. C.,
*House of Representatives, Washington, D. C.*

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*Estimate, passenger-carrying vehicles, on hand Oct. 13, 1917.*

| | |
|---|---|
| 7-passenger: | |
| Packards | 18 |
| Peerless | 9 |
| Winton | 2 |
| Haynes | 5 |
| Owen-Magnetic | 3 |
| | 37 |
| 5-passenger, Fords | 60 |
| 7-passenger: | |
| 37 on hand +29 (for air stations) +10 (for general use) =76 to maintain, operate, and repair during 1919, at $1,500 each | $114,000 |
| Purchase of 39, at $3,000 | 117,000 |
| Total | 231,000 |
| 5-passenger: | |
| 60 on hand +40 (for general use)=100 to maintain, operate, and repair during 1919, at $650 | 65,000 |
| Purchase of 40, at $500 | 20,000 |
| Total | 85,000 |
| Driving teams and carriages, purchase, maintenance, operation, and repair during 1919 | 40,000 |
| | 356,000 |

*Estimate, passenger-carrying vehicles, Feb. 28, 1918.*

ON HAND.

| | |
|---|---|
| 7-passenger or over: | |
| Packard | 26 |
| Haynes | 5 |
| Oldsmobile | 3 |
| Peerless | 9 |
| Kissell | 1 |

7-passenger or over—Continued.

| | |
|---|---|
| Dodge | 1 |
| Studebaker | 10 |
| Winton | 2 |
| Reo | 3 |
| Owen-Magnetic | 10 |
| Mitchell | 1 |
| Cadillac | 67 |
| Chalmers | 1 |
| Hudson | 3 |
| Pierce Arrow | 1 |
| National | 2 |
| Total | 145 |
| 5-passenger, Fords | 132 |

PURCHASE OF ADDITIONAL CARS.

| | |
|---|---|
| 7-passenger, 50, at $2,500 | $125,000 |
| 5-passenger, 100, at $500 | 50,000 |

MAINTENANCE, OPERATION AND REPAIR.

| | |
|---|---|
| 7-passenger cars, 145 on hand, at $1,200 | $174,000 |
| 7-passenger cars, 50 to come, at $1,200 | 60,000 |
| 5-passenger cars, 132 on hand, at $800 | 105,600 |
| 5-passenger cars, 100 to come, at $800 | 80,000 |
| Total | 594,600 |
| Driving teams, purchase, maintenance operation and repair during 1919 | 40,000 |
| | 634,600 |

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NAVY DEPARTMENT,
BUREAU OF YARDS AND DOCKS,
*Washington, D. C., December 13, 1917.*

Memorandum to chief:

1. In the matter of providing 7-passenger automobiles, the following is submitted:

*Seven-passenger cars in use or ordered.*

| Yard. | Packard, $2,743.91. | Peerless, $1,624.55. | Winton, $2,122.23. | Haynes, $1,777. | Owen, $3,525. | Cadillac, $2,097.50. |
|---|---|---|---|---|---|---|
| Portsmouth | | 1 | | | | |
| Boston | | | | 2 | | |
| Newport | | | | 1 | 1 | |
| New York | 2 | | | | | |
| Philadelphia | 2 | | | | | |
| Washington | 3 | | | | 1 | |
| Norfolk | | 2 | | | | |
| Annapolis | 1 | | | | | |
| Charleston | | 1 | | | | |
| Pensacola | | 1 | | | | |
| New Orleans | | 2 | | | | |
| Mare Island | | | 1 | | | |
| Puget Sound | | | 1 | | | |
| Pearl Harbor | | | | | 1 | |
| Guam | | | 1 | | | |
| Cavite | 1 | | | | | |
| Virgin Islands | 1 | | | | | |
| Santo Domingo | | | | 1 | | |
| Great Lakes | 2 | | | | | |
| Fourth naval district | 1 | | | | | |
| Abroad | 6 | | | | | 23 |
| Total | 19 | 7 | 3 | 4 | 3 | 23 |

Admiral PARKS. The number given this morning was an error. One sheet, which covers 10 cars, was not included; 224 should be increased to 234.

Mr. VINSON. Is that the number of cars on hand, 234?

Admiral PARKS. 234. One sheet was not included this morning.

The CHAIRMAN. Does this show them all?

Admiral PARKS. Yes; this will cover the lot.

Mr. OLIVER. If the committee should decline to grant any increase in the number of cars at the stations here, and simply require that you more wisely distribute those that you now have on hand, do you think that would seriously impair the service?

Admiral PARKS. I believe it would.

Mr. OLIVER. Do you not think you could very wisely distribute the large number of cars you now have on hand, so that they would enable the officers to perform their work efficiently?

Admiral PARKS. Very effective service, but not as good service as the freedom of furnishing transportation that appears to the department to be necessary.

Mr. OLIVER. Now, Admiral, you have really supplied the committee with no first-hand information showing the necessity of largely augmenting the number of cars that we now have at these yards.

Admiral PARKS. I think that would be very difficult.

The CHAIRMAN. Suppose, Admiral, that the committee should limit the purchase of new cars to what were spoken of as the utility cars, the $500 cars, could you distribute the higher-priced cars that you have now at the navy yards, and meet the needs that you speak of at the air stations? You say that at the air stations you need some high-powered cars, and we have on hand a number of those, and if for domestic use, for this country, you should be limited to the purchase of these utility cars at $500, could you distribute the others from the navy yards to the air stations and meet the needs of the navy yards with these utility cars?

Admiral PARKS. I do not like to express myself positively on that kind of facts, because operations——

The CHAIRMAN. I am asking for information.

Admiral PARKS. Because operations determine the necessity of air stations, and I probably have very incomplete information as to the stations they will find necessary. Anything that I do know now can be covered by the proposition that you have suggested, but if there should be a very material increase in the number of air stations, the need could not be met in that way.

The CHAIRMAN. But with existing conditions, in the stations that you know of now, that could be——

Admiral PARKS. I believe that could be done.

The CHAIRMAN. Without serious impairment to the service?

Mr. TALBOTT. Admiral, what class of cars have you at the navy yard in Washington?

Admiral PARKS. Five Studebakers, three Fords, one Cadillac, one Owen-Magnetic, and one Packard.

Mr. TALBOTT. Are they all necessary at that yard?

Admiral PARKS. They are not all necessary at the yard. Some of them will not be necessary after the office building is in use, but they are necessary with the present distribution of offices.

Mr. BUTLER. I am very sorry I could not be here this morning. Did you have down the names of the officers who use these cars?

The CHAIRMAN. No, sir; he has got the statement.

Mr. BUTLER. I would like to know not only the yards where these cars are used, but the names of the officers who use them. You can get that information, can you not, Admiral Parks?

Admiral PARKS. I think we can get it.

Mr. BUTLER. If you please. I want to know. I would like to have down in print the names of the officers using these cars, and the exact use to which these cars are put, and whether or not women are hauled in these cars, or any member of the officer's family.

Mr. HENSLEY. Do you know how many of these cars were purchased last year?

The CHAIRMAN. He has just put in a statement here of what were on hand in October, and what were on hand now. He stated that they had on hand very few cars at the outbreak of the war, but that they had been purchased since.

Mr. HENSLEY. How many cars are now being used by the officers at the different yards?

The CHAIRMAN. He has got 234 in the United States, and 103 for the war.

Mr. VINSON. How many cars and the character of cars has he in the Washington yard here? I did not catch that.

The CHAIRMAN. He has got it right down here, set out in detail. He stated it a while ago.

Admiral PARKS. One Packard, 1 Owen-Magnetic, 1 Cadillac, 5 Studebakers, and 3 Fords.

Mr. VINSON. All in the Washington Navy Yard?

Admiral PARKS. Yes.

Mr. BUTLER. Will you please turn to the League Island, Philadelphia, navy yard, and tell me how many automobiles are at the Philadelphia Navy Yard, and the makes of the automobiles?

Admiral PARKS. Three Packards, 8 Fords; at the aircraft factory a Cadillac and 3 Fords; and at Cramps shipyards a Ford.

Mr. BUTLER. How many do the marines have there in Philadelphia?

Admiral PARKS. I do not know about the marines; I am not furnishing cars for the marines.

Mr. BUTLER. I understood the chairman to say this morning that you were dealing with the same subject for the marines.

The CHAIRMAN. I understood that the Bureau of Yards and Docks was furnishing cars for the entire Navy.

Mr. HICKS. What would be the effect on the service, for instance, as far as you can foresee, if no more cars were purchased at the present time?

The CHAIRMAN. Do you mean for domestic use? You do not mean in foreign countries?

Mr. HICKS. No; I mean in America.

Admiral PARKS. Well, I think there would be a very large number of reports that work was being delayed.

Mr. HICKS. Would they be reports that were well founded, do you think?

Admiral PARKS. I think they would be.

Mr. VENABLE. Is it not true at this time that there is a great deal of construction work going on of various kinds?

Admiral PARKS. A tremendous amount of it all over the country.

Mr. VENABLE. Which necessitates frequent visits of the supervising officers?

Admiral PARKS. Yes.

Mr. HICKS. You have a great many cars now to take care of that work, have you not?

Admiral PARKS. Two hundred and thirty-four.

The CHAIRMAN. How many of those are in the Philippines, Guam, and those places? You mentioned those that were in continental United States.

Admiral PARKS. Guam has two, Guantanamo two—Guam one Peerless and one Ford, and Guantanamo two Fords.

The CHAIRMAN. Are there any in Samoa?

Admiral PARKS. I think there is one; in Porto Rico one Ford; in St. Thomas one Haynes.

The CHAIRMAN. Are there any in the Philippines?

Admiral PARKS. One at Cavite, one Packard. Here is the air station at Montauk, where they have a seven-passenger Owen-Magnetic. There have been three emergency calls since the car was received, which was about six weeks ago.

Mr. OLIVER. Do you not think it suggests the importance of having capable men to look after the cars? You know the very best will get out of shape in two weeks, if you allow some people to run them.

Admiral PARKS. I mean that there were three or four emergency calls for that car for planes that were down.

Mr. TALBOTT. No matter how many you have, or how few, is it not true that they should always be in first-class condition?

Admiral PARKS. I think it is, although these cars at New York are down pretty nearly five days in a month.

Mr. HENSLEY. Admiral, are the 234 cars the ones in control of the Navy folks, or do you include in those both those used in the Marine Corps, as well as those used in the Navy?

Admiral PARKS. I do not think there is a Marine Corps car in this list.

Mr. HENSLEY. Those purchased for the Marine Corps are in addition to those 234?

Admiral PARKS. I thought I had the Marine Corps in.

Mr. BUTLER. You do not furnish them to the Marine Corps?

Admiral PARKS. I believe now that I do not. I thought that we furnished all of the cars.

Mr. BUTLER. Then we will have to get the Quartermaster of the Marine Corps up here.

Admiral PARKS. I have to look that up.

The CHAIRMAN. The Admiral says he will look up the matter of the Marine Corps and put it in the hearing.

Mr. HENSLEY. Also give the number in the Marine Corps, Admiral.

Mr. OLIVER. And the type of cars.

Mr. TALBOTT. How many cars do you think the department ought to have that are always fit for service? You might have a car that is not worth anything when you need it very badly.

Admiral PARKS. Well, I think at the present time we need the whole 234 cars that we have to be fit for service. There are two of them that are not fit for service.

The CHAIRMAN. You are asking also, in addition to the 234, for 150.

Admiral PARKS. That is the estimated demand that will come in during the next fiscal year.

The CHAIRMAN. You estimate that you will need those also, as I understand your estimate?

Admiral Parks. In addition to what we have now, I estimate that number will be needed for the next fiscal year.

Mr. TALBOTT. There is one other question I would like to ask. Do you want any legislation from us that will enable you to dispose of a car when it is no longer fit for Government use?

Admiral PARKS. I would like to see legislation that would permit the selling of Government property for a fair value—not only automobiles, but everything else—and we haven't it at the present time. We have a system of sealed bids which makes people guess how little everybody else is going to bid, and in one case of a boat there was one bid of $50 and a bid of $5, and the bid of $5 got it, because the bidder who bid $5 signed his name twice and the other one forgot to sign his name but once. Now, that kind of thing does not give us a proper value for the sale of old material, and if something could be devised which would give us a decent value, I think it would be an excellent thing.

The CHAIRMAN. Why did you not reject both of those bids and call for bids again?

Admiral PARKS. One was perfectly formal.

The CHAIRMAN. But you reserved the right to reject all bids. You had gotten a bid of $50, and if there was a mere formality left out, why did you not reject both bids?

Admiral PARKS. I should have declined to accept it if I had had the control of it, but I was simply an observer. I think legislation could be enacted which would permit us to turn in a used car according to commercial practice and give us the benefit.

The CHAIRMAN. We have with reference to typewriters.

Admiral PARKS. That is all that is necessary on automobiles.

Mr. OLIVER. They ought to be permitted to turn in some of the old cars and get new cars.

Mr. TALBOTT. In other words, you ought to be able to trade an old car off for a new one.

The CHAIRMAN. Are there any other questions of inquiry?

Mr. BROWNING. You said a few moments ago that you wanted 150 cars for next year. Is that for the United States?

Admiral PARKS. Both for the United States and abroad.

The CHAIRMAN. How many of those are for abroad? You said 21 were for abroad of that number of cars. Now, of the Fords how many?

Admiral PARKS. I think half of them. They are calling for more Fords over there than they did in the early period.

Mr. VINSON. They are calling for more Fords than they are the higher-priced cars?

Admiral PARKS. Yes; they are calling for the very highest priced cars now, but more Fords. I think our Ford price is excellent—$315.46.

Mr. TALBOTT. Do you think it will remain at that?

Admiral PARKS. No; I think it will go up, but this price is in effect until the first of July. That includes two extra tires.

The CHAIRMAN. But this appropriation only begins on the 1st of July.

Admiral PARKS. I think the price will go up after that, but you suggested $500, which would be away in excess of any increase anticipated over $315.

The CHAIRMAN. I asked you if that was not a competitive Government price.

Admiral PARKS. I think that is away in excess of any increase that can be anticipated.

The CHAIRMAN. Now, I want to ask you a question with a view to calling special attention to it. With the large cars that you have embraced in the 234 that you have, is it your mature judgment that you could distribute those where they are essential to be had—you indicated air stations—and have a limit to the purchase of these lower-priced cars for the extra cars that you may need—can that be done without detriment to the service in this country?

Admiral PARKS. I think it can.

Mr. HICKS. That is a little different from the way you answered the same question I put to you just a few minutes ago.

The CHAIRMAN. No; he answered me just the same a little while ago. I wanted to see, if after thinking over it, he was of the same opinion. I put that identical question to him once before.

Mr. HICKS. I think the question I asked him a minute ago was almost the identical question, and he answered it yes; that he thought the service would be injured by it.

The CHAIRMAN. I did not understand your question to be that. I thought your question was if they did not buy any at all.

Mr. HICKS. That was my question, or I misunderstood yours.

The CHAIRMAN. Mine was that if they were limited, if he had enough high-priced cars in the 234 cars that we now own, to distribute the large cars, the high-priced cars, where they were essential to be had, and he was limited hereafter to the purchase of the smaller cars or Fords, if that would meet the requirements of the service, and he has answered that by saying that it could be done without detriment to the service.

Mr. BUTLER. Before the Admiral goes, I want to make a request of him. I know you have got plenty of work down there, but I would like to have for my own information, which I can use in the House, the names of the officers who operate these automobiles, and the number of men they carry on them.

Admiral PARKS. The names of the chauffeurs?

Mr. BUTLER. Yes, sir; I want to know whether or not the chauffeurs are more than one, and whether they have more than one enlisted man on these automobiles, or any of them, and if so, I want to know the rank of the enlisted man, whether he is a noncommissioned officer, or not, if you please. I will be obliged to you.

The CHAIRMAN. He will get that up and insert it. Of course, it will take some time.

Mr. BUTLER. If the committee does not want it, I would like to have it to read it in the House.

The CHAIRMAN. There is no objection to having it in the hearings, and he says he will get it. It will take some little time.

Mr. BUTLER. Yes; I appreciate that it will. I will be very much obliged to you.

Mr. HICKS. I am strongly in favor of a large Navy and doing everything to improve its efficiency, but I desire to express as my

opinion that in view of the extraordinary expenses which are confronting the Nation, with the resultant abnormal taxes, it is opposed to business economy, unjust to the taxpayers, as well as unwarranted in these times of stress, to increase the number of automobiles in the Navy Department for use in America. I can not but feel that with the cars now in service the efficient administration of the various yards and air stations could be carried forward without detriment, without the purchase this year of more cars. I refer only to cars for use at home and have no objection to additional machines in Europe. I feel in that zone no limitation should be placed upon any requirements asked for.

Admiral PARKS. I have some letters here that I would like to have inserted in the record.

(The matter referred to is here printed in full as follows:)

UNITED STATES NAVAL TRAINING STATION,
NAVAL OPERATING BASE,
*Hampton Roads, Va., March 2, 1918.*

From: Supply and commissary officer.
To: Commanding officer.
Subject: Purchase of Ford touring car.

1. I respectfully request that a Ford touring car be purchased for use in the discharge of my official duties as supply and commissary officer of the training station.
2. The distance from operating base to Norfolk, where all local purchases must be made, is about 10 miles, and the street car service is exceedingly poor and undependable, besides being very much overcrowded with workmen in the employ of the Army and Navy and of the contractors at nearly all times during the day.
3. The necessary inspections of galleys, ship stores, labor camps, and storehouses require the use of some conveyance, as these activities extend for 1½ miles in one direction and 1 mile in the other.

J. D. ROBERTS.

[First indorsement.]

NAVAL TRAINING STATION,
NAVAL OPERATING BASE,
*Hampton Roads, Va., March 5, 1918.*

From: Commanding officer.
To: Bureau of Yards and Docks.
Via: Bureau of Supplies and Accounts.

1. Forwarded, approved.

J. H. DAYTON.

[Second indorsement.]

MARCH 8, 1918.

From: Bureau of Supplies and Accounts.
To: Bureau of Yards and Docks.
Subject: Additional transportation facilities at Naval Operating Base, Hampton Roads.
Reference:
(*a*) Supply and Commissary officer, letter, dated March 2, 1918, to commanding officer, Naval Training Station, Hampton Roads, Va.
(*b*) Commanding officer, naval training station, first indorsement dated March 5, 1918, to Yards and Docks via Supplies and Accounts.

1. Forwarded, recommending that the transportation facilities at the training station, Naval Operating Base, Hampton Roads, be increased sufficiently, if necessary, so that the Supply Officer may have the use of an automobile from time to time as required in transacting business at the Navy Yard and at Norfolk. It is not understood that it will be necessary to assign a car especially to his use, but, as is the case at most of the Yards and Stations, this transportation should be available when necessary.
2. It is not believed that an automobile is required in making inspections at different points about the training station. It is recommended that a bicycle be supplied for this purpose.

MCGOWAN.

[Third indorsement.]

HAMPTON ROADS, *March 16, 1918.*

From: Bureau of Yards and Docks.
To: Naval Training Station, Hampton Roads, Norfolk, Va.
Subject: Additional transportation facilities at naval operating base, Hampton Roads.

1. Returned, attention being invited to the second indorsement, in view of which further recommendation is requested. Please return papers.

PARSONS, *Assistant to Bureau.*

[Fourth indorsement.]

NAVAL TRAINING STATION,
NAVAL OPERATING BASE,
*Hampton Roads, Va., March 19, 1918.*

From: Commanding Officer.
To: Bureau of Yards and Docks.

1. Returned.
2. It is requested that an additional automobile of the touring-car type be supplied this station for official use. The transportation facilities at the present time available are not sufficient to meet the necessities for the transaction of official business.

J. H. DAYTON.

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DISPENSARY, NAVY YARD,
*New York, N. Y., February 7, 1918.*

From: Medical officer.
To: Public works officer.
Subject: Automobile for yard dispensary.

1. It is requested that a Ford automobile be furnished for the yard dispensary.
2. The one which is now occasionally available was provided for the office of the medical aide to commandant and will go with that office when it is moved to 280 Broadway.
3. The need of an automobile for use at the yard dispensary is urgent.

MEDICAL OFFICER.

[First indorsement.]

FEBRUARY 8, 1918.

From: Public works officer.
To: Commandant.

1. Forwarded, approval recommended.
2. It is suggested that the Bureau of Yards and Docks be requested to place the order for this machine on the annual contract. The yard's present allotment under "Maintenance" has sufficient funds to cover the purchase.

HOLLYDAY.

[Second indorsement.]

NAVY YARD,
*New York, February 8, 1918.*

From: Commandant.
To: Bureau of Yards and Docks.
Subject: Automobile for yard dispensary.

1. Forwarded; approval recommended.

F. A. WILNER.

[Third indorsement.]

From: Bureau of Yards and Docks.
To: Navy Yard, New York, N. Y.
Subject: Automobile for yard dispensary.

1. Returned, requesting estimate of the cost per month of maintaining and operating this machine; also a statement somewhat more in detail as to the service to which it is to be assigned. In this connection attention is invited to inclosed bureau circular letter of April 2, 1917.

PARSONS, *Acting.*

[Fourth indorsement.]

NAVY YARD,
*New York, February 25, 1918.*

From: Commandant.
To: Bureau of Yards and Docks.

1. The estimated cost of maintaining this machine is $100 a month. The machine is needed to supply the medical officer facilities for visiting sick officers attached to the yard. It is requested that the delivery of the machine be expedited in every possible manner.

F. A. WILNER,
*By Direction Aids.*

Whereupon the committee adjourned.

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(No. 18.)

## COMMITTEE ON NAVAL AFFAIRS, HOUSE OF REPRESENTATIVES,

**Thursday, April 25, 1918.**

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENT OF REAR ADMIRAL LEIGH C. PALMER, CHIEF OF THE BUREAU OF NAVIGATION, ACCOMPANIED BY COMMANDER R. B. COFFEY, UNITED STATES NAVY.

The CHAIRMAN. Gentlemen, I have asked Admiral Palmer and Commander Coffey to come up this morning. You will recall that some time ago we had a hearing on H. R. 9747, a bill to provide temporary increased rank for officers of the United States Coast Guard while operating as a part of the Navy during the period of the present war, and for other purposes. In that hearing it developed that under the bill as drawn and submitted to the committee there would be promotion of about half of the remaining number of officers up to captain, which is the highest rank in the Coast Guard, and all of the remaining officers would be promoted up to the rank of lieutenant, which is next to captain, with the exception of one.

Mr. PETERS. They have no grade of commander?

The CHAIRMAN. The rank of captain in the Coast Guard is the equivalent or relative rank of lieutenant commander in the Navy. It was stated that at a given date there were 132 officers in the line of the Coast Guard. At the present time of those 132 officers 31 have the rank of captain, with the relative rank of lieutenant commander, and under this bill promotion would be up to——

Mr. BROWNING (interposing). In your remarks you speak of the highest rank being captain. They have a senior captain, have they not?

The CHAIRMAN. I will explain that in a moment. If section 1 of the bill as proposed is passed, then they will have 73 captains, 58 first lieutenants, and 1 second lieutenant of the line; then in the engineers, at the date of this register there were 28 with the rank of first lieutenant, 27 second lieutenants, and 9 third lieutenants.

Mr. PETERS. What do you mean by third lieutenants?

The CHAIRMAN. That is a rank which they have in the Coast Guard. It is the relative rank of ensign in the Navy.

Mr. BROWNING. Do we have third lieutenants in the Army now?

The CHAIRMAN. No, sir; this is in the Coast Guard. If section 1 of this bill passes, they would then have 56 first lieutenants of engineers, 6 second lieutenants of engineers, and 2 third lieutenants of engineers.

When this developed, the committee was impressed with the idea, as we informally discussed it at the time, that it was promoting all of these men up to practically the top rank.

They have now the rank of senior captain among the captains, and the senior captains have the relative rank of commander in the Navy—and there are how many senior captains?

Commander COFFEY. Six.

Mr. PETERS. They get the same pay as commanders in the Navy, I suppose?

Mr. PALMER. I think they do.

The CHAIRMAN. They get the pay and allowances of commander and lieutenant commander and others of relative rank. I took the matter up personally with Admiral Palmer and called his attention to the fact that under this proposed legislation out of 132 officers in the line 73 would have the relative rank of lieutenant commander, with the exception of the senior captains; 58 would have the rank of lieutenant, and 1 would have the rank of second lieutenant; and that a similar promotion would take place in the engineer branch of the Coast Guard.

Mr. BROWNING. What becomes of the third lieutenants?

The CHAIRMAN. They all disappear, except two-third lieutenants of engineers.

I called Admiral Palmer's attention to the situation and told him that while the committee wanted to do the best we could for the Coast Guard, yet it seemed like we were passing legislation which would promote everybody up to the top and would make the organization top heavy, because we would have none in the lower ranks; and thereupon the admiral wrote me this letter, which I will have inserted in the record:

MARCH 25, 1918.

MY DEAR MR. PADGETT: I have the honor to state, with reference to the bill providing temporary promotions for Coast Guard officers, that I am afraid certain features of the hearings on that bill will give a wrong impression unless the matter is explained in detail.

You will note that most of the officers of the Coast Guard, if this bill becomes law, will become temporary captains and temporary first lieutenants, and that the lower grades will be practically empty. While this appears on the face of it to be improper, when considering the Coast Guard alone, it is entirely proper from the viewpoint of the service as a whole. The Coast Guard is now a part of the Navy, and unless we can have means of utilizing its experienced officers as a part of the Navy in their proper positions relative to all other officers of the Navy, then the original legislation which placed it under the Navy will to a great extent be nullified. The Coast Guard, for the period of the war, has lost its identity entirely as a separate organization. Its officers and men are considered as much a part of the Navy personnel as the officers and men of the reserve force or the regular Navy are, and are assigned to duty accordingly. We have ships which have both Coast Guard officers and reserve officers on them, and we have stations where regular officers, Coast Guard officers, and reserve officers are on duty together. We could very easily have a ship commanded by a regular officer, a Coast Guard officer second in command, and reserve officers the juniors. In order to utilize the long experience of these Coast Guard officers, it is necessary that they be given a rank commensurate with their experience, and whether it advances all of them to higher grades or not is immaterial. There is no object in keeping the proportions in the various grades of the Coast Guard as they at present stand. In fact, it can not be done without detriment to the Navy, if we are to utilize the services of these officers to the best advantage.

We would not wish to appoint temporary junior officers in the Coast Guard, because our temporary junior officers in the Navy and the reserve force are appointed to meet our demands for junior officers. It would be manifestly unnecessary to appoint junior Coast Guard officers, and still more improper to keep Coast Guard officers of long experience in junior positions. I would ask you to consider that these Coast Guard officers are just a number of qualified officers for assignment to duty in the Navy, and do not belong to any corps independent of the Navy.

I believe that with this explanation you will see that the bill in this particular is irely for the best interests of the naval service.

This is only temporary rank because they go back to the Treasury Department after the war.

Mr. BROWNING. How many men outside of these officers have we in the Coast Guard?

Admiral PALMER. About 4,000.

Mr. BROWNING. What do you do with them?

The CHAIRMAN. They are enlisted men.

Mr. BROWNING. Do they go on board ship the same as other enlisted men?

Admiral PALMER. Yes, sir.

Mr. PETERS. They are all mixed in together?

Admiral PALMER. Yes.

Mr. OLIVER. Can you send them abroad?

Admiral PALMER. Oh, yes; some of them are abroad now and several of their ships.

Mr. OLIVER. And you can send these officers abroad also?

Admiral PALMER. Yes, sir.

The CHAIRMAN. This explanation puts the matter in a different light from the way it appeared from the hearing, and while this is promoting the great bulk of these men to captains and lieutenants and leaving the lower ranks vacant, they are no longer kept as a Coast Guard organization but are used as individuals and distributed widely throughout the service, and with their long experience and training——

Mr. CONNELLY. What has been their long experience? Have they not been on shore most of the time?

The CHAIRMAN. No; they have been in the Coast Guard and the Coast Guard has ships and performs the Revenue Cutter Service.

Commander COFFEY. I can answer that in detail by just referring to the register here. The senior captain, not the senior senior captain, but the senior captain of the Coast Guard, has had sea duty as follows: North of Cape Hatteras, eight years and three months; south of Cape Hatteras, four years and four months; Great Lakes, one year and three months; Arctic duty, Bering Sea——

Mr. CONNELLY (interposing). Pardon me if I ask you a question right there. Is that sea duty as captain or commander of a ship?

Commander COFFEY. This is his total sea service. Of course, part of that was spent as a junior officer.

Mr. FARR. What was the total amount of his sea duty?

The CHAIRMAN. You mentioned something about Arctic duty and did not state what that was.

Commander COFFEY. The total amount would be the sum of whatever I read there.

Mr. CONNELLY. What percentage of the officers of the Coast Guard have had considerable sea duty?

Commander COFFEY. They have all had considerable sea duty. For instance, take the junior captain, he has only had one month sea duty as a captain, but his total sea service is as follows: Seven years and four months north of Cape Hatteras; four years south of Cape Hatteras; two years on the Great Lakes; one year and seven months in the Arctic; one year and nine months in the Pacific; and four months cooperating with the Navy in the War with Spain.

Mr. CONNELLY. Then they are really experienced men so far as handling vessels and organizations on vessels goes?

Commander COFFEY. Yes, so far as being seamen, they are experienced men.

Mr. BROWNING. Allow me to ask you a question right there. We used to have in Philadelphia, although I have not seen it lately, a revenue cutter, commanded, of course, by an officer of that service. I do not know what his rank was, but while he was cruising in the Delaware there, would you call that sea duty?

Admiral PALMER. Yes, sir; that would be called sea duty.

Mr. BROWNING. As I understand it, we are now legislating for them as a part of the Navy because we can not legislate for them when they go back to the Treasury Department.

The CHAIRMAN. And this is only temporary legislation.

Mr. BROWNING. Suppose we provide the ranks you are requesting here, what becomes of them when they go back to the Treasury Department?

Admiral PALMER. They go back to where they were before.

The CHAIRMAN. This is only temporary.

Mr. BROWNING. Without any additional rank at all?

Admiral PALMER. None at all.

The CHAIRMAN. We are only proposing to deal with them while they are with the Navy during the war.

Mr. CONNELLY. Is this just a matter of raising the salary of these men the same as we have raised it in other branches of the Government?

The CHAIRMAN. It raises the salary, but it also raises their command. In other words, when these men go upon a ship there may be men in the Naval Reserve who have had far less experience in sea service and yet may have higher rank than these men have in the Coast Guard Service with much more sea service.

Mr. CONNELLY. Their sea service in the Coast Guard is just supposed to be along the shores, is it not?

Admiral PALMER. No; it is real sea service.

Commander COFFEY. They have had some very strenuous sea service.

Mr. CONNELLY. It really does not amount to anything as a cruise, does it? Does their sea service take them out of sight of land?

Admiral PALMER. Oh, yes; they go out and rescue vessels and they go up into the Arctic and do real sea service. They are very good seamen. They go out in the worst kind of weather, if necessary.

Mr. PETERS. They have been on my coast for a great many years, and they perform more severe and violent duty than any other part of the Navy, so far as my observation extends.

Mr. CONNELLY. Just as an observation, I might say that the committee and Congress feel that they want to follow the military and the naval men along these lines, but they want those men to protect them, and not put everybody in connection with the Navy and Marine Corps in as captains and majors, and so on, because we ought to have a few privates.

Admiral PALMER. Yes. I think I can explain that. We have a ship with a regular officer aboard, and he has a second lieutenant of the Coast Guard aboard who has had a good many years' experience at sea. He also has several reserve officers aboard who are senior to this man in rank. They can be promoted regularly. He wants to run that ship properly, and if the ranks hold he has to put the reserve

officer with less experience over the Coast Guard officer who has had more experience and who should be, for instance, the executive officer of the ship. The reserve officers have been put in and have been given the rank, because in times of peace we have not had enough regular officers, and now we need so many more to provide for this enormous increase of the Navy from 176 vessels to 1,345 vessels. We have temporarily promoted officers in the Navy to ranks corresponding with their experience and the lower grades are filled with temporary appointments from the enlisted men, and from reserve officers with less experience. Those people will be good in the course of time. Now, in the Coast Guard we want to promote their officers who correspond to ours, the same relative promotion, but the only thing about it is we do not want to add the new people at the bottom of this organization.

The CHAIRMAN. And as soon as the war is over they go back to the Treasury and go back to their original peace basis?

Admiral PALMER. Yes. We could do the same thing. We could probably have asked for a law to have junior officers in the Coast Guard, and therefore filled up all those lower places in accordance with the scheme they have now of relative proportions in grades, but that would not assist the military administration of the war.

Mr. CONNELLY. Admiral, you find that the wonderful expansion of the Navy necessitates your looking almost everywhere for competent officers?

Admiral PALMER. Yes, sir. We had a very small number of officers to start with. We had not the number we needed in peace times, and now we have to expand and take the people in at the bottom, hoping to train them in time.

Mr. OLIVER. I recall you stated to the subcommittee that you had worked out a schedule which you thought would provide the required number of officers for the next 12 months. I assume you had this in mind as one of the sources from which you were to get your officers?

Admiral PALMER. Yes, sir. I have worked up a schedule that will provide us with the number of officers required for the period of the war for any naval operations that may come up, but their training is a question of time.

Mr. OLIVER. And that scheme contemplated this bill?

Admiral PALMER. It contemplated making use of these very officers as a part of the general scheme.

Mr. FARR. In other words, this legislation will enable you to pick capable and experienced men and put them where they will render the best service?

Admiral PALMER. Yes; that is an accurate statement of the case.

Commander COFFEY. We have one example, which is typical, at an important training camp, Wissahickon Barracks. We have a very excellent Coast Guard officer whom we put in charge of that camp because we had no regular officer we could spare for that duty. We have given him assistance from the reserve officers. His rank is so low that we have very great difficulty in finding suitable reserve officers of ranks junior to him to go there and be his juniors. It is an embarrassing situation.

The CHAIRMAN. If I understand this bill, it only gives this increased rank to those who are performing sea service.

Admiral PALMER. No, sir; that applies to those who go up to captain.

The CHAIRMAN. That is what I want to get straightened out. Those who go up to captain must be performing sea service.

Admiral PALMER. Yes, sir.

The CHAIRMAN. Then below the rank of captain, it applies to the whole service?

Admiral PALMER. Yes, sir. There are very few cases where anybody is ashore below the rank of captain now. We have sent most of them to sea. We had this one case, which was a conspicuous one: We had a lieutenant in charge of the barracks with about 2,500 men, training them all, and he has a billet that should be filled by a lieutenant commander, at least, if we could get such a man for that billet.

The CHAIRMAN. I wanted the explanation so that it would be clearly before the committee and before the Congress that the limitation of sea service applies to the captains.

Admiral PALMER. Yes, sir.

The CHAIRMAN. And below the rank of captain the promotion applies to the whole service?

Admiral PALMER. Yes, sir.

Mr. BROWNING. Admiral, I understood you to say that the Coast Guard have lost their identity entirely as a Coast Guard?

Admiral PALMER. Yes, sir.

Mr. BROWNING. And they are merged right into the Navy?

Admiral PALMER. For the period of the war; yes, sir.

Mr. BROWNING. Of course, you will have nothing to do with them after the war is over.

Commander COFFEY. That has already been accomplished. That is the situation to-day.

Mr. OLIVER. You have authority to assign them to foreign duty?

Admiral PALMER. Yes; and we have some of them on foreign duty now.

The CHAIRMAN. Admiral, since we have had the previous hearing and since the consideration which has been given to the bill, is there any suggested modification or amendment you have to recommend in the verbiage?

Admiral PALMER. Yes, sir; there is one point that was brought out here before in regard to the displacement of the vessel which made the limit of command, at the top of page 3, where it says 420 tons. That was discussed before and it seemed a pretty small tonnage. I understood the committee wished to make it 1,000 tons. The way that was arrived at was by taking the lowest limit of tonnage in the Coast Guard that had a man of that rank attached to it, and made that the limit. In looking over the list, we find that there are only about nine vessels of the Coast Guard of less than 1,000 tons, and the lowest displacement is 420 tons. The question came up as to what naval officers were commanding, and we find the lowest tonnage commanded by a naval officer is 1,000 tons; but, of course, that is a regular naval vessel with its guns and electrical equipment, etc., for all problems of the sea. There are regular naval vessels up to 3,000 and 4,000 tons, and some of the vessels that have been taken over run up to 10,000 and 15,000 tons, commanded by commanders. However, for definite naval duties, we might say the lowest thing commanded by a commander is 1,000 tons.

The CHAIRMAN. Then your suggestion is to strike out "four hundred and twenty" and insert "one thousand"?

Admiral PALMER. Yes, sir.

Mr. BROWNING. Mr. Chairman, what is the use of having that language in there at all? If they are a part of the Navy, it seems to me it would be better to take that out of the bill.

The CHAIRMAN. This is just to prevent a man from getting the rank of captain who is commanding a little bit of a boat. He ought to have a boat of some responsibility and size in order to have this rank.

Mr. BROWNING. I would not suppose the Navy Department would give them the rank in that case.

Admiral PALMER. No, sir; we would not; but, as I understand it, the House would probably feel they ought to be safeguarded to this extent.

The CHAIRMAN. And you think that should be changed to 1,000 or more tons' displacement?

Admiral PALMER. Yes, sir.

Mr. OLIVER. Admiral, does this bill give you the right to promote by selection?

Admiral PALMER. No, sir; there is no selection in this.

Mr. OLIVER. I note a proviso on page 2 which rather indicated it did not, as follows:

> That nothing contained in this section shall operate to disturb the relative position of officers in the Coast Guard with reference to precedence or promotion?

Admiral PALMER. Yes, sir.

Mr. OLIVER. I think it has been the feeling of the committee that it is wise to provide in all branches of the service for promotion by selection.

The CHAIRMAN. The President has that authority independently.

Mr. OLIVER. Would he have that authority in reference to this corps with this proviso in the bill?

Commander COFFEY. This will operate to do just that. The law gives to the Navy the detailing of Coast Guard officers to any command they wish, and then section 2 of this bill states that only those captains detailed to a command of over 1,000 tons shall have the rank of senior captain temporarily. That places the selection in the hands of the Navy Department right along.

Admiral PALMER. Those who are selected to go to sea would be the ones advanced to senior captain, and to that extent there is selection.

Mr. OLIVER. Suppose three are selected for sea service, are you required to promote them in the order in which they are now on the register?

Admiral PALMER. Oh, no, sir. As soon as the three reported for duty on a vessel, they would be senior captains. If they came ashore and came off of that duty, they would go right back where they were before.

Mr. OLIVER. I understand that.

Commander COFFEY. Their precedence would date from the date of assuming command. That is because of the law that the precedence between two officers is as of the dates of their commissions. This would act to give the officer a commission on the date he assumed command of a ship over 1,000 tons.

Mr. OLIVER. In other words, if you should select a man for sea service who was at this time junior to some one else, and he assumed command before his senior who might afterwards be appointed——

Commander COFFEY (interposing). He would go ahead of the other man.

The CHAIRMAN. Admiral, have you any further suggestion to make?

Admiral PALMER. I do not know whether the language beginning at line 11, on page 2, is clear or not:

*And provided further*, That service for the purposes of this act shall include service as a cadet, cadet engineer, or midshipman, as the case may be, etc.

There was some question when we were here before about how that would operate. If we put them on that basis at date of entry into the service as cadets or midshipmen, there were some members, I believe, who thought that it might add to their longevity pay. This does not apply to longevity or pay in any sense at all. It will make no difference whether we take them at that time or 10 years afterwards. The only point is that when a cadet or a cadet engineer enters the Coast Guard service at his school and is to be promoted in the future, he should be rated as of the same date that a cadet or midshipman enters the Academy rather than to start them both from the date they are commissioned. Some may have been in service only two years, whereas the midshipman may have gone four years to the Academy and two years at sea, and it would then make a difference of four years; but it would not make any difference at all in the pay. It is not a matter of longevity. It is only a matter of straightening out the thing between the two services.

Mr. TALBOTT. But the midshipman gets his commission on graduation at the academy now.

Admiral PALMER. Yes, sir. This applies to people who had two years of sea service before they got a commission.

The CHAIRMAN. Is there any other change of verbiage you would suggest?

Admiral PALMER. No, sir.

Mr. LITTLEPAGE. Admiral, in view of the heavy increase in the number of vessels utilized by the Navy, the legislation contemplated by this bill will enable you to properly man those new vessels?

Admiral PALMER. This will be part of the scheme, yes, sir.

Mr. LITTLEPAGE. And this legislation you feel will materially contribute to the efficiency of our Navy?

Admiral PALMER. I do; decidedly, sir.

(The committee thereupon proceeded to the consideration of executive business, after which it adjourned.)

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(No. 19.)

COMMITTEE OF CONFERENCE,
HOUSE OF REPRESENTATIVES,
Tuesday, May 28, 1918.

The committee of conference of the House of Representatives this day met, Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENTS OF REAR ADMIRAL RALPH EARLE, CHIEF BUREAU OF ORDNANCE, AND REAR ADMIRAL CHARLES W. PARKS, CHIEF BUREAU OF YARDS AND DOCKS.

The CHAIRMAN. Gentlemen, I have invited Admiral Earle, Chief of the Bureau of Ordnance, and Admiral Parks, Chief of the Bureau of Yards and Docks, to appear before the conferees, in order that we might get some additional information with reference to various Senate amendmants. We will first hear Admiral Earle, of the Bureau of Ordnance.

I want to make this general statement before we take up the items: Admiral, in the hearings which were conducted by the House Committee on Naval Affairs, we spent considerable time and went into the detail of the various estimates and the requirements and we stated to the different bureau chiefs as they appeared before us that it was our purpose and desire to report every dollar that was needed, and to let us know every dollar that was required for the particular service and the committee would report it. As we understood from the bureau chiefs they were pursuing that policy and giving us all that was required or necessary for the coming fiscal year, and we carried the bill on that theory or hypothesis into the House.

Admiral EARLE. Yes, sir.

The CHAIRMAN. After it passed the House, within 10 days the various chiefs went before the Senate committee and asked for an increase of about $225,000,000. I would like for you, as you go along, to bear that in mind and to tell us what changed conditions arose after the investigation by the House committee and the action by the House to necessitate this large additional increase. I want to say further that it is, I think, the purpose of the conferees to award everything that is needed by the departments that can be properly and intelligently used; but this committee having made an investigation and reported a bill to the House, and then within 10 days or two weeks afterwards to ask for $225,000,000 additional, if unexplained, suggests that this committee was either very careless in its investigation or failed to ascertain what was needed, or that conditions changed very much after the investigation by the House committee. That is why we want to get information as to the necessity for these additional amounts, and at the same time I want to make this further suggestion: It occurred to me that where the Senate had made

appropriations that it might be all the department wants was authorization, and in many of these things they would go ahead if they had authority to make contracts, that you could not spend the money during the fiscal year, and that much of this money might be appropriated in the next bill, if you had authority under this bill to make the contracts, and to proceed to arrange for the work.

I wish to call attention to Senate amendment No. 62 at the bottom of page 51 and the top of page 52, where they strike out $24,194,045 and insert $30,522,279, an increase of a little over $6,000,000. What is the necessity for that; why is that asked, and also will you need all of that money during the fiscal year, or any part; and, if so, what part can be carried in the form of authorization?

Admiral EARLE. Mr. Chairman, I am very glad to have an opportunity of explaining this to the committee, because I felt that naturally there would be a great deal of curiosity to know why we did so. I have gone over the bill carefully again with just the ideas in view as you have expressed them, in accordance with the direction of the Secretary, who told me to explain the items this morning, and to cut myself down as low as I could and still feel unembarrassed with regard to the production of ordnance material.

The CHAIRMAN. Of course, we do not want to embarrass the department remotely or in any way.

Admiral EARLE. I understand.

The CHAIRMAN. But perhaps you can use a part of it by authorization instead of appropriation?

Admiral EARLE. That is the line that I have figured on.

When the item for ordnance and ordnance stores, which is the one under discussion, was submitted to the House and was discussed here in the committee of the House, it was based on two things. It was based on providing a certain amount of target practice for the fiscal year ending July 1, 1919, and upon providing the Marine Corps with a certain amount of ordnance material. When the bill passed the House the bureau found that the Marine Corps had been increased very materially.

Mr. BROWNING. Did you not know when you prepared this estimate that the Marine Corps would be increased?

Admiral EARLE. I had no knowledge of it then.

The CHAIRMAN. We increased the Marine Corps.

Admiral EARLE. I had no suspicion of it, Mr. Browning, at all. Immediately that the Marine Corps was increased the major general submitted a request to the Bureau of Ordnance for certain necessary artillery, machine guns, and ordnance material. This estimate, which includes the necessary machine guns to equip the Marine Corps, came to $3,901,128.

Mr. BUTLER. To equip the additional marines?

Admiral EARLE. Yes, sir.

Mr. BUTLER. The marines authorized by the House bill?

Admiral EARLE. Yes; of which I had no knowledge.

The remainder of the increase in ordnance and ordnance stores was caused by the fact that the bureau received an order from the Chief of Naval Operations which increased the program of gunnery exercises, which was approved by the Secretary and which is a reasonable program but much larger than we had expected. The amount of projectiles to meet this target practice comes to $2,427,106. The

total of those two items is $6,328,234, which makes the increase given in the Senate.

The CHAIRMAN. Do you want all of that as an appropriation or can you use any part as an authorization?

Admiral EARLE. No; I desire all of that as an actual appropriation. It will be expended before July 1.

Mr. BUTLER. How much of this appropriation is to be used to equip the Marine Corps?

Admiral EARLE. $3,901,128.

Mr. BUTLER. How soon do you expect that you will need that money for the marines?

Admiral EARLE. We expect to spend that money by the 1st of July, 1919. I see no reason why we should not.

Mr. BUTLER. However, you will not need a great part of the money until next year, 1919?

Admiral EARLE. No, sir; not before December of this year. The major expenditure under that item for the Marine Corps will be for guns that we will order to be fabricated and they will come along about April, May, and June of next year. They should be paid for under this appropriation.

The CHAIRMAN. Admiral, I call your attention to the following appropriations under the Marine Corps: "Military stores, Marine Corps," which provides, among other things, "procuring, preserving, and handling ammunition and other necessary military supplies." Total of appropriation, $25,277,750. "Reserve supplies, Marine Corps," $16,677,200. Do these appropriations in any way duplicate or include the items of guns and ammunition and ordnance outfits for the Marine Corps included by the Bureau of Ordnance in the appropriation "Ordnance and ordnance stores"?

Admiral EARLE. I am informed by the Major General Commandant of the Marine Corps that his estimates under "Military stores, Marine Corps," and "Reserve supplies, Marine Corps," do not in any way duplicate or include items for the Marine Corps carried under the appropriation "Ordnance and ordnance stores."

The CHAIRMAN. Will you procure from the Marine Corps and insert in the hearings a statement of items making up the total of $25,277,750 under "Military stores, Marine Corps," and the same information in the case of the appropriation "Reserve supplies," $16,677,200.

Admiral EARLE. Yes, sir.

(Statements requested are appended hereto.)

"*Military stores*," *$25,277,750*.—On page 187 of the hearings before the House Naval Affairs Committee, January 23, 1918, will be found a list of the items contemplated under this heading. The estimate at that time totaled $10,468,700, and was based on a strength of 35,000 men. To provide for the increased authorized strength of 75,000, each item has been increased proportionately, making a total of $25,277,750.

"*Reserve supplies, Marine Corps*," *$16,677,200*.—This was the amount recommended and explained by Gen. Barnett and Gen. McCawley, on pages 176–178 of the hearings referred to, and is made up of the following items:

| | |
|---|---|
| Clothing | $8,067,200 |
| Military stores | 5,982,000 |
| Contingent | 2,628,000 |
| Total | 16,677,200 |

This is to provide a reserve stock based on per capita cost per man, of clothing, including the same items as listed on pages 179, 180, and 181 of the hearings, of military stores as listed on page 187, and of contingent items, as listed on page 197.

The CHAIRMAN. I call your attention to Senate amendment No. 63, increasing the appropriation for "New batteries for ships of the Navy" from $48,309,523.50 to $105,014,110.50. Tell us of that, please.

Admiral EARLE. This appropriation has been changed several times, but at the time the estimates were prepared for the House the bureau requested certain amounts under "New batteries for ships of the Navy" and "Ammunition for vessels," which follows, providing for additional guns which I considered the emergency of the war demanded. In departmental conference on the estimates these amounts were reduced to the amounts formally submitted to the House Committee on Naval Affairs. I call attention to the fact that the House committee included every item submitted to it by the Navy Department, although the amounts granted did not equal the amounts submitted by the chief of bureau.

Mr. BROWNING. In other words, the Navy Department or the Secretary did not refer to us the amount of money that the chief of bureau wanted?

Admiral EARLE. Not the Secretary. It was in conference. They had a council meeting. It was not the Secretary primarily.

Mr. BUTLER. Your estimates were reduced to the figures which the Naval Committee reported:

Admiral EARLE. My estimates were reduced in council.

The CHAIRMAN. Who compose that council?

Admiral EARLE. All the bureau chiefs and the Assistant Secretary, with the financial adviser of the Secretary.

Mr. BROWNING. What was the original estimate?

Admiral EARLE. The original estimate was $38,309,523. As time went by I called the Secretary's attention to the fact that I did not think this was going to be sufficient. The Secretary of the Navy agreed with me, with the result that these items were incorporated in the bill and submitted to the House. One reason for the need of additional funds being made more evident than it was at the time the council meeting was held and it was gone over was the fact that at that time it was practically impossible to get a correct idea as to the time when the various merchant vessels under construction were to be completed.

Mr. BUTLER. You therefore asked the Naval Affairs Committee to increase the amount of the estimate agreed to by the conference to $48,000,000?

Admiral EARLE. Yes, sir. The increase, of course, is from $48,000,000 to $105,000,000 as submitted to the Senate. This means that an increase of $56,704,587 was asked for after the House acted on the bill and the urgent deficiency bill passed and authorized the Navy Department to enter into obligations for $13,200,000 for guns.

The CHAIRMAN. That is the deficiency carried in amendment No. 64?

Admiral EARLE. Increasing the amount to be paid from $28,000,000 to $41,000,000, by the act of March 28, 1918. That is just to be paid out of that appropriation.

Mr. RIORDAN. That will account for $13,000,000 of the $56,000,000 increase asked?

Admiral EARLE. Yes, sir. The amount passed by the House was $48,000,000. That is all accounted for. The rest of this increase is accounted for in this way, armament for 50 additional submarine destroyers, $200,000. No one knew anything about these destroyers until a very recent date. They were ordered by the French Government.

Mr. BROWNING. That is not the Ford boat?

Admiral EARLE. No, sir.

Mr. BUTLER. Ordered by the French Government?

Admiral EARLE. Yes, sir. That money comes back to the Treasury, but we have to spend it.

Mr. BUTLER. I do not quite understand that expression.

Admiral EARLE. We are building them for the French Government.

Mr. BUTLER. Did the French Government request us to build the destroyers?

Admiral EARLE. Yes, sir; and to equip them.

Mr. BUTLER. For the French people?

Admiral EARLE. Yes, sir.

Mr. BUTLER. And that they would pay us for them?

Admiral EARLE. Yes, sir.

The CHAIRMAN. You said $200,000, is that for each or the total amount?

Admiral EARLE. That is the total amount.

The CHAIRMAN. $4,000 each?

Admiral EARLE. Yes, sir. They are only 110-foot chasers.

The CHAIRMAN. Can you equip them for $4,000?

Admiral EARLE. With the ordnance equipment.

Mr. BUTLER. You put the guns and ammunition on those boats?

Admiral EARLE. Yes, sir.

Mr. BUTLER. These are the 100 footers?

Admiral EARLE. The 110 footers.

Mr. BUTLER. Are these a part of the boats that we originally contracted for known as the submarine chasers?

Admiral EARLE. Yes, sir; they are additional thereto.

Mr. BUTLER. The same kind of a boat that we originally ordered?

Admiral EARLE. Yes, sir; the identical boat. The next item is armament for six new submarines, $721,392.

The CHAIRMAN. Those six submarines that you speak of are additional to what were building and authorized before that?

Admiral EARLE. Yes, sir; what were building and authorized.

The CHAIRMAN. The submarine program is increased by six submarines that have been ordered in addition to what were ordered up to the hearing by the House committee?

Admiral EARLE. Yes, sir.

The next item is 50 8-inch howitzers and mounts at $22,000 each.

Mr. RIORDAN. What is the total of that?

Admiral EARLE. $1,100,000.

Mr. BUTLER. Where used?

Admiral EARLE. We decided to go ahead and make those sometime ago, on account of a demand that seemed to be existant for a greater power gun to throw a large depth bomb.

Mr. BUTLER. What is the size of the mortar?

Admiral EARLE. Eight inches.

Mr. BUTLER. How far do you consider that the safety zone is reached after the depth bomb is dropped?

Admiral EARLE. We figure that anywhere within 40 feet of the submarine will make the submarine come to the surface.

Mr. BUTLER. How far would you expect the boat dropping the bomb to escape?

Admiral EARLE. About 100 feet for regular depth bombs. That is plenty of distance for safety. The howitzer has enough range for safety of the vessel using it. The demand for this is coming from various sources. Some of the merchant captains think they would like to have them, and some of the battleships. The captain of the *New Zealand* said that if she had two she could have gottn two submarines; that she had nothing to shoot at them with except 6-inch guns, the shell of which, of course, would not penetrate the water. This shell will penetrate the water and explodes when it hits the submarine or when it goes 40 feet below the surface.

The CHAIRMAN. By compression of the water?

Admiral EARLE. No; by a time fuse. It has a time and percussion fuse and instead of going off on hitting the water, it simply puts in action the powder and requires another blow to detonate it.

The CHAIRMAN. How is it arranged so that the percussion against the water does not explode it?

Admiral EARLE. It has two actions. The hitting of the water only ignites the time fuse, and when it hits it also goes under and requires one more blow.

The CHAIRMAN. Suppose it hits the submarine in the first instance?

Admiral EARLE. It will go off in a very little while.

The CHAIRMAN. How much delay would there be, a second?

Admiral EARLE. Only eight-tenths of a second. You see the shell hits the water and you see the white splash and within an appreciable time you see the black smoke of detonation come up. That is the explosion. It averages between six-tenths and eight-tenths of a second.

Mr. BUTLER. Of a second?

Admiral EARLE. Yes, sir. That is the fuse that I have been working for for a year; we only got it a little while ago.

The CHAIRMAN. You say that the shell will penetrate the water?

Admiral EARLE. Yes, sir.

The CHAIRMAN. Is that a cup shell?

Admiral EARLE. No, sir; a perfectly flat nose.

The CHAIRMAN. What makes it bite the water instead of ricochetting?

Admiral EARLE. The flat nose seems to bite the water absolutely. Our first make of the gun was not satisfactory, because this big shell instead of biting the water did like some others on the surface, hit the water and bounded and hit the water and bounded again and we changed the rifling of the gun until we got a steady flight with not too high velocity, just high enough to keep the projectile steady.

The CHAIRMAN. Is it not merely pitching it over? Does it go at a high angle or a low trajectory?

Admiral EARLE. Fairly low, but very high compared to the modern gun.

The CHAIRMAN. And it pitches it over when it comes down; it comes down perpendicularly?

Admiral EARLE. Not as big an angle as that, but more in the nature of a mortar.

The CHAIRMAN. What are the other items?

Admiral EARLE. The other items are 300 5-inch guns and mounts, at $33,345, total, $10,003,500; 400 4-inch guns and mounts, $22,345, total $8,938,000; 300 3-inch antiaircraft guns and mounts, $15,411, total $4,623,300; 416 3"-50 guns and mounts, $13,345, total, $5,-551,520, and 300 3"-23 guns and mounts, $4,000, total, $1,200,000.

In order to explain that increase it might be well to say that in going over thoroughly the merchant program, the destroyer program, and the submarine program to the best of our ability we figured out that we would need at the present time many additional guns.

In addition to the above vessels, it has been recently reported that transports, requiring four large caliber guns each, ordered by the Emergency Fleet Corporation, will be completed in the early fall of 1919. Unless these guns are ordered now the material will not be on hand. It will take, judging by past experience, at least eight months to acquire the material that we have to fabricate for the additional guns. I estimate eight months, but I ought to change that to about ten months. The material is more difficult to obtain every day.

The CHAIRMAN. It is with that condition that my thought prevailed that authorization would answer your purposes instead of appropriation?

Admiral EARLE. Yes, sir. This is an item where I have a suggestion as to an authorization.

The CHAIRMAN. We will come to that later.

Admiral EARLE. The necessity for ordering the guns, that is what I want the authority to do, is further influenced by the fact that there are no additional machine tools available in the country, and it is also necessary to have funds, as it is necessary to make a larger number of partial payments to the contractors now than it has been at any time previously.

The CHAIRMAN. In view of all that, what amount of appropriation do you require of the $56,000,000 in the amendment, and how much can be authorized without embarrassing the work of the Ordnance Bureau?

Admiral EARLE. Provided authorization is made, "New batteries for ships of the Navy" can be reduced by $20,000 000 without the necessity of a deficiency bill.

The CHAIRMAN. Increase the appropriation by $36,000,000 and an authorization for $20,000,000?

Admiral EARLE. An authorization for $20 000,000.

The CHAIRMAN. And an appropriation for $36,000,000, the difference between the two?

Admiral EARLE. Yes, sir; the difference between them. There is one other item that came up on the floor of the Senate which I should like to explain.

The CHAIRMAN. That is the Sims cablegram?

Admiral EARLE. Yes, sir; 150 5-inch guns and mounts, at $33,345, $5,001,750; 150 4-inch guns and mounts, at $22,345, $3,351,750; spare parts, $2,088,375, and construction of necessary plant extensions, $725,000.

The CHAIRMAN. That amounts to how much?

Admiral EARLE. $11,166,875.

The CHAIRMAN. If I understand you, while we pay that out, that is for the English Government and will be refunded?

Admiral EARLE. Yes, sir; they reimburse very quickly.

Mr. BUTLER. Can we make the guns by July and deliver them?

Admiral EARLE. That is, next year.

Mr. BUTLER. Yes, sir; I understand. That will be 13 months off.

Admiral EARLE. Yes, sir; we can do it, provided we start at it. I have estimated $725,000 for the necessary equipment.

Mr. BUTLER. What kind of guns; what size?

Admiral EARLE. They wanted 4 inch and 4.7 inch. We answered that we could not make their guns, but could make our own.

Mr. BUTLER. We can supply what the British can not make?

Admiral EARLE. Four and five inch guns. We can not supply the 4.7-inch guns.

Mr. BUTLER. Will the 5-inch gun supply the place of the 4.7-inch gun?

Admiral EARLE. Yes, sir; it is a better gun.

Mr. BUTLER. They are for the English merchant ships?

Admiral EARLE. Yes, sir.

Mr. BUTLER. We make them for the English merchant ships, and our Government will be reimbursed to the extent of this appropriation?

Admiral EARLE. Yes, sir.

The CHAIRMAN. You will want that money appropriated?

Admiral EARLE. Yes, sir; all of that money.

The CHAIRMAN. The $20,000,000 is the reduction that we can give in authorization out of the increase of $56,000,000?

Admiral EARLE. Yes, sir.

Mr. BUTLER. That is part of the $105,000,000?

Admiral EARLE. Yes, sir.

The CHAIRMAN. The next item is Senate amendment No. 66, "Ammunition for vessels," where you have an increase from $39,259,180 to $84,289,530?

Admiral EARLE. That is an increase of $45,030,350. The additional items are made up as follows: Authorized but not appropriated in the deficiency act of the 28th of March, 1918, $8,064,000, and the remainder is the ammunition for the guns that I asked the Senate to authorize.

The CHAIRMAN. In the preceding amendment?

Admiral EARLE. Yes, sir.

The CHAIRMAN. How much of that, if any, can be cared for by authorization instead of immediate appropriation?

Admiral EARLE. I should like to have an appropriation for all but $11,000,000 and authorization for the full amount.

The CHAIRMAN. Authorization for $11,000,000?

Admiral EARLE. Yes, sir.

The CHAIRMAN. Then we come to Senate amendment No. 69, "Torpedoes and appliances." We had some correspondence about that item increasing the torpedoes from $1,000,000 to $11,000,000, which you are asking for now. $1,000,000 was the amount that was submitted in the estimate; then, in your hearings before the committee, you stated that you thought it ought to be $10,000,000?

Admiral EARLE. Yes, sir.

The CHAIRMAN. Then you wrote us a letter revising all your estimates, increasing some, and you stated that $1,000,000 was the amount that was needed for torpedoes under this item. When the subcommittee was considering that item I called you up over the phone——

Admiral EARLE (interposing). Yes, sir.

The CHAIRMAN (continuing). And said that that was rather a small amount and asked if that was all that was needed and you said, when you had gone over all the circumstances and looked at the facilities of the country and the amount of money you had on hand at the present time, that $1,000,000 was all you could use during the next fiscal year?

Admiral EARLE. Yes, sir.

The CHAIRMAN. You are asking for $10,000,000 additional. Tell us about that.

Admiral EARLE. In looking up the situation as months went on, I found that, to be exact, there were in process of manufacture under this appropriation 651 torpedoes in various stages of completion. Due to the increased labor and material cost principally the available funds will be exhausted at the close of the current year and the completion of these torpedoes must then be charged to this appropriation. In other words, we had insufficient money under it to actually complete the torpedoes.

The CHAIRMAN. In other words, at that point your labor cost and your material cost on the 651 torpedoes is much larger than you originally estimated?

Admiral EARLE. Of course, that seems a large item. In addition, I considered it essential that the gun factory and the torpedo station should continue to manufacture at increased capacity to make up for service expenditure and wastage. Of course, those are larger. In addition to those items, there is a constantly increasing demand for miscellaneous parts and appliances from all of the vessels in commission, and the amount that these demands will total can not be itemized.

The CHAIRMAN. That is repair work?

Admiral EARLE. Yes, sir. Of course, if we do not have this appropriation, we have to get it under "Ordnance and ordnance stores."

Mr. BUTLER. Did you not know this at the time?

Admiral EARLE. I thought that I could pull through. I asked in the hearings for $10,000,000. Mr. Padgett called me up and I thought that there was some reason why he wanted me to get along on the $1,000,000 and the Secretary was anxious that I should not ask for anything more than I needed, so I consented at that time. Then we took a revision as months went on, about four months since then, and we found that we were not doing anywhere near what we were going to do.

Mr. BUTLER. My recollection is that the subcommittee was surprised at the small amount.

The CHAIRMAN. In the hearings originally he stated that his idea was $10,000,000, but he wrote me a letter stating that $1,000,000 was all he would need, but later, when in the subcommittee, I asked him and expressed surprise because $1,000,000 was so small, and the Admiral stated that under the circumstances he thought he could get

along, but these conditions confront you now more forcibly than they did at that time?

Admiral EARLE. Very much more so.

The CHAIRMAN. Will you need an appropriation for all of the $10,000,000 additional or do you simply want an authorization and a part appropriation?

Admiral EARLE. We figure at the rate it has been going this past few months we will need it all, sir.

The CHAIRMAN. That is all I wanted to know.

Mr. BROWNING. You want $10,000,000?

Admiral EARLE. Ten million is sufficient.

Mr. BROWNING. That is what I was getting at. The actual sum you want is $10,000,000?

Admiral EARLE. That is what I want.

The CHAIRMAN. That $10,000,000 will answer all purposes?

Admiral EARLE. That will answer all our purposes.

The CHAIRMAN. The next item is on page 53, "Reserve ordnance supplies," Senate amendment No. 70, increasing the appropriation from $50,000,000 to $63,000,000. Please go ahead and explain about that item.

Admiral EARLE. As I remember, in the hearings I asked the committee to increase it to $72,205,000.

The CHAIRMAN. You say in your original hearings you asked for $72,000,000?

Admiral EARLE. Yes, sir.

Mr. BUTLER. Before this committee?

Admiral EARLE. Yes, sir.

The CHAIRMAN. I did not remember that.

Mr. BUTLER. I did not either.

Admiral EARLE. It is a very difficuly item to explain in one way, because reserve ordnance supplies mean a lot of things. That is the way I recollect it. I am not asking you for as much as I think I did in my original hearings. I was granted fifty millions, because I was allowed in my hearings thirty-three millions, and then in the bureau's letter of February 16 the committee changed that amount by allowing me another seventeen million, which made fifty million. Then under the act of March 28 I included an item of thirteen million which has been authorized but not appropriated for in a deficiency act, and the thirteen million which makes the total of sixty-three million I am asking for now.

The CHAIRMAN. That thirteen million is the amount of the authorization of the 28th?

Admiral EARLE. That is the only increase I am asking now, sir.

The CHAIRMAN. In the hearings here, on page 81, the following occurs:

The CHAIRMAN. Reserve ordnance supplies. "For reserve and miscellaneous ordinance supplies $33,000 000: *Provided*, That $17,500,000 shall be available to meet obligations authorized under this heading in the act of October sixth, nineteen hundred and seventeen." Last year in the appropriation bill you had $4,657,460, and then there were two deficiency appropriations amounting to about $77 000,000 during the extra session, making about $81 000,000 last year. Will this $33,000,000 meet your requirements for the next fiscal year?

Rear Admiral EARLE. We asked for $72 000,000 more.

The CHAIRMAN. Why is it the estimates have come down to $33,000,000?

Rear Admiral EARLE. The Secretary did not want to cut down anything at all. He said if necessary he would ask for a deficiency in this.

The CHAIRMAN. What is the use of asking for a deficiency if you know you are going to need it before long? Do you know you are going to need more than $33 000.000?

Rear Admiral EARLE. We are afraid so. It is based on the spare parts of the different guns, improvements to bombs and depth charges, improvements of different types of submarine nets, and a new development of ordnance that nobody has mentioned in the papers yet, and $17,500,000 is from the emergency authorization.

The CHAIRMAN. That is for use to meet obligations?

Rear Admiral EARLE. Yes, sir. You see, we have already obligated $68,960,301.73, and that does not leave us very much.

The CHAIRMAN. You have asked for $72.205,000. "The torpedo station at Newport, Rhode Island." you ask for $200,000 instead of $100,000 last year, etc.

Then in February you wrote me:

Reserve ordnance supplies. Increase of $17,000.000, making the total amount to be appropriated $50,000,000. This item is made up of the following items.

Then you state the items which include the $17,500,000, and that is why we allowed the $50,000,000.

Mr. BUTLER. The Senate simply used the amount of the deficiency.

The CHAIRMAN. It is not a deficiency; it is an authorization.

Mr. BUTLER. Was it not in the deficiency bill?

The CHAIRMAN. No, sir; it is in the deficiency bill but not for a deficiency. It was a future authorization which we must take care of.

Mr. BUTLER. And should not properly have been in a deficiency bill.

The CHAIRMAN. Instead of appropriating for it they authorized it to be done, and we are taking care of it now.

Admiral EARLE. I would like to say that this amount under reserve ordnance supplies appears tremendous, but off the record I would like to explain that.

The CHAIRMAN. In view of the statement which you have made to the committee, of a confidential character, concerning amendment No. 70 and the uses to which it is to be applied, is the $63,000,000 sufficient for your needs, and if not the conferees would ask the permission of the House to give a sufficient amount?

Admiral EARLE. Yes, sir; that amount covers what we have in view, $63,000,000.

The CHAIRMAN. The next item, Admiral, in on page 54, "Contingent, Bureau of Ordnance," Senate amendment 73. That is a misprint there, it should be only $50,000 instead of $50,000,000.

Admiral EARLE. I had marked that for the purpose of calling to your attention that it was only $50,000.

The CHAIRMAN. I want to ask you about Senate amendment No. 74, "Navy mine depot." That is in connection with what you have stated to us with reference to Senate amendment No. 70 "reserve ammunition." Now, there is something perhaps that we had better discuss here. That is for the purpose of establishing a large mine storing facility, to take care of these mines that we can not ship abroad, is it not? You are making them so much faster than we can ship them abroad that you need that?

Admiral EARLE. It is for that purpose, and in order to obtain a better storage for high explosives. We feel that for safety we must have storage for high explosives to enable us to move accumulated high explosives for mines and depth charges from the vicinity of certain cities. We wish to get ready with those explosives and provide proper safe places which will be isolated, so that no accident can happen that will damage anything beyond the plant.

Mr. BUTLER. We have made appropriation for that in Philadelphia.

The CHAIRMAN. If you are going to take that away and are going to provide other places, what is the necessity for that appropriation for Philadelphia?

Admiral EARLE. We need that for storage purposes without reference to those particular high explosives.

The CHAIRMAN. For the storage of shells?

Admiral EARLE. Shells, munition details, and other ordnance details.

The CHAIRMAN. This fund is to remove the high explosives you mentioned, off the record, exclusively?

Admiral EARLE. Yes, sir.

The CHAIRMAN. I called the attention of the Secretary to the fact that this language of the Senate amendment did not authorize the purchase of land or the acquiring of land.

Admiral EARLE. It is defective because we could not do any of those things on the passage of the amendment as it is. There must be a provision authorizing the immediate acquirement of the necessary land.

The CHAIRMAN. Have you the language necessary to insert there?

Admiral EARLE. It is the same amendment that is used right along, except it is written out here at length by the Solicitor of the Navy Department.

The CHAIRMAN. Put it in the hearings.

(The paper above referred to is as follows:)

NAVAL ORDNANCE MINE DEPOT.—For the erection and equipment of a mine depot and mine loading plant, including the necessary buildings, construction, railroad, and water facilities, land, and damages and losses to persons, firms, and corporations resulting from the procurement of the land for this purpose, and also all necessary expenses incident to the procurement of said land: *Provided*, That if such lands and appurtenances and improvements attached thereto, can not be procured by purchase within one month after the passage of this act the President is hereby authorized and empowered to take over for the United States the immediate possession and title of such lands and improvements, including all easements, rights of way, riparian, and other rights appurtenant thereto, or any land selected by him to be used for the carrying out of the purposes in this act. That if said land and appurtenances and improvements shall be taken over as aforesaid, the United States shall make just compensation therefor, to be determined by the President, and if the amount thereof so determined by the President is unsatisfactory to the person entitled to receive the same, such person shall be paid seventy-five per centum of the amount so determined by the President and shall be entitled to sue the United States to recover such further sum, as, added to the said seventy-five per centum, will make up such amount as will be just compensation therefor, in the manner provided for by section twenty-four, paragraph twenty, and section one hundred and forty-five of the Judicial Code. Upon the taking over of said property by the President as aforesaid, the title to all such property so taken over shall immediately vest in the United States: for the purposes of this act there is hereby appropriated out of any money in the Treasury of the United States not otherwise appropriated the sum of $3,000,000, to be available until expended.

The CHAIRMAN. That Senate amendment does not authorize him to acquire land, "on a site to be selected by the President." We will simply insert right here, "to be selected and acquired by the President under the authority of this act." That will cover that, because there is general authority to acquire land, and the method provided by which he shall acquire it. We have it in one general clause.

Admiral EARLE. It is in one general amendment that covers all that long writing there which was inserted.

The CHAIRMAN. The next question is, why do you want to change from $9,500 to $50,000, Senate amendment No. 73?

Admiral EARLE. That amount is required to meet the incidental expenses attending inspection of ordnance material. I have had to obtain a deficiency bill this year of $40,000, and this is to avoid that next year. This deficiency of $40,000 has been allowed.

The CHAIRMAN. Is that in the bill that was passed yesterday?

Admiral EARLE. Yes, sir; and this is estimated at the same relative amount, so that it will cover the next year. It is entirely for the expenses attending the inspection of ordnance material.

The CHAIRMAN. The next item is Senate amendment No. 75, "Navy nitrate plant," page 54.

Mr. BUTLER. We will have to know something about that; we will have to have a pretty full explanation.

Admiral EARLE. That was taken up pretty thoroughly on the floor of the House, I noticed. The reason that item was not requested of the House in December was the fact that I was not sure I ought to do it. In October, 1917, I wrote and published an article on nitrates for the Naval Institute, in which I made a study of the matter and assured myself that we could get enough nitrate from Chile, but later events have shown that we can not do so.

Mr. BROWNING. Why can we not do so; on account of shipping to carry it in?

Admiral EARLE. Up until two days ago I thought it was all on account of shipping. Two days ago I was informed by the War Industries Board that there was not enough nitrate in Chile to supply the demands of this country and the allies. But the thing that led the Secretary to approve this plan was the fact that for the last three months we have been able to get into this country less than one-half the amount of nitrate that we are actually using.

Mr. BROWNING. With our new ships we ought to be able to get more?

Admiral EARLE. No, sir; because there does not seem to be any chance of getting them from there, because the forces in France are increasing constantly and the amount of material going over there is increasing constantly. There does not seem to be anything in sight, as far as shipping goes, for nitrate now available.

Mr. BUTLER. We have just appropriated $110,000,000 for a nitrate plant.

The CHAIRMAN. Not that much.

Mr. BUTLER. Oh, yes.

Admiral EARLE. The Army have built one plant at Muscle Shoals and one for the cyanamide process, in the neighborhood. They are building another nitrate plant. I think it is near Nashville.

The CHAIRMAN. No; that is a powder plant at Nashville. I think they are building two in Ohio.

Mr. BUTLER. I do not know where they are building them but we made an enormous appropriation of money, and why can we not get the nitrate from those plants?

Admiral EARLE. I would like to explain that the entire capacity of the plant projected by the Army furnishes one-sixth of the amount of the nitrate needed by the Army. That being the case, the Navy does not stand to get any.

Mr. BUTLER. That is a great disappointment to me.

Mr. BROWNING. Where do you propose to put your plant?

Admiral EARLE. We have not determined the site absolutely.

Mr. BROWNING. You have considered it?

Admiral EARLE. We have considered a site at Indianhead. We have considered various sites in Virginia. It rather points to the region supplied by the Appalachian power system in southwestern Virginia.

Mr. BUTLER. You do not expect to extract it by water power?

Admiral EARLE. No, sir; we want electric power.

Mr. BUTLER. Have we not a large reserve of nitrate?

Admiral EARLE. We have enough of nitrate to last us until the end of this year.

Mr. BUTLER. We have enough to last us if we do not shoot that away?

Admiral EARLE. Yes, sir.

Mr. BUTLER. To make all the powder we can make up to that time?

Admiral EARLE. The average per month thus far received in the United States for the four months, January, February, March, and April, 1918, has been 74,500 tons per month. We are hoping to have during the month of May 180,000 tons, but that is not assured by any means. The consumption for the month of April was 144,808 tons. The consumption when the Army plants begin running and the naval smokeless powder plant is going full blast will be something over twice that, in the neighborhood of 260,000 tons a month.

Mr. BROWNING. Where do the Du Ponts get their nitrates?

Admiral EARLE. We are giving the Du Ponts nitrate, as theArmy and the Navy have practically the whole supply in this country; all we use is not used at Indianhead; it goes to other places; and also to the allies we are furnishing high explosives.

Mr. BUTLER. You are giving us the amount of nitrates that came into this country for that purpose and not for the exclusive use of the Navy?

Admiral EARLE. No, sir.

The CHAIRMAN. When you say, "for that purpose," you mean military purposes?

Admiral EARLE. Yes, sir.

Mr. BUTLER. But it goes to the powder companies, of course. They must obtain nitrate, and they go to the same place we do, that is, Chile. But I understand you to say that it will be impossible to obtain sufficient nitrates for the use of the allies from Chile?

Admiral EARLE. Yes, sir; if we take it all.

Mr. BUTLER. And how much short would we be, according to the War Industries Board?

Admiral EARLE. They did not indicate. That was a statement which I could not verify and which, I must say, hardly seems possible.

The CHAIRMAN. Let me say to you right here that I spoke to the Secretary yesterday, and he told me that he had been in conference with Mr. Baruch, who is at the head of the War Industries Board, and I requested him to see Mr. Baruch and get information for us, and he will be before the conferees either to-morrow or the next day; and he will get information from Mr. Baruch as to the nitrate situation from that angle.

Admiral EARLE. I can give you the exact amount on hand and in transit on May 1, and also the amount consumed for the month of April.

Mr. BUTLER. I wish you would put it in the hearings.

Admiral EARLE. On April 1 the total on hand and in transit in the United States of America was 177,307 tons; on May 1 there was similarly on hand and in transit a total of 128,669 tons. In other words, on May 1 we were in a much worse situation than we were on April 1.

Mr. BUTLER. That is the pile. Was it simply because we did not haul to the pile or because we took it away from the pile?

Admiral EARLE. Because we failed to haul it to the pile, on account of lack of shipping.

Mr. RIORDAN. The next statement will probably be answered if you tell how much you used in April of that year and how much you got; it will show the difference.

Admiral EARLE. The consumption for the month of April was 96,551 tons. It is estimated that the consumption for the month of May will be 106,426 tons. In order to show how this consumption is made up, the powder plants, exclusive of the Du Ponts, expend 4,152 tons, the metal and metal-product plants expend 775 tons; chemical concerns expend 13,067 tons; explosives, exclusive of the Du Ponts, expend 16,544 tons; the Du Pont Co. 62,013 tons. The Army had a supply May 1 of 43,918 tons; the Navy had at that time 21,291 tons.

Mr. BUTLER. That is what we got from the pile?

Admiral EARLE. Yes, sir.

Mr. BUTLER. And when I put it to you, using the common expression, "a pile," that means the supply of all the powder factories in the United States? That many nitrates come from Chile to our shores? We go to this common heap to get our supply for the factory at Indianhead and elsewhere?

Admiral EARLE. Yes, sir.

Mr. BROWNING. Do I understand you to say that the Du Ponts have got to come to the United States to get their nitrates?

Admiral EARLE. Not as yet. It is pooled since the war began.

Mr. BROWNING. It has all been pooled?

Admiral EARLE. Practically so; yes, sir.

Mr. BROWNING. That explains what I could not get at.

Admiral EARLE. On May 1, there was a total on the Atlantic coast, adding what the Army and Navy had to the other figure I gave you, and subtracting what there was on the Pacific slope, on the Atlantic coast there was 173,371 tons. Fertilizer plants had 35,210 tons, which made a total on the Atlantic coast of 208,581 tons. The Agricultural Department had 1,523 tons. The total consumption for April is found by adding to the consumption of 96,551 tons in explosives; in chemical industries, 24,280 tons; for fertilizer, 16,477 tons used for direct distribution to various agencies using it, and 7,500 tons direct to merchants for fertilizer purposes, making the total consumption for April 144,808 tons for all purposes in the United States.

Shipments from Chile to the United States in December were 126,700 tons; January, 129,810; February, 76,520 tons; March went up a little, 93,700 tons; April, 118,010 tons. The total consumption for explosives alone was 106,000 tons, and in other industries there will be an expenditure of 50 tons, in round numbers, additional.

Mr. BUTLER. It would not matter how many ships we have, we could not obtain it in Chile, as I understand you.

Mr. TALBOTT. How long would it be before you could be able to supply with the greatest expedition possible nitrates for the Navy from this appropriation?

Admiral EARLE. We are figuring in that appropriation on providing the nitrates for our Navy powder only, and we hope to begin to supply it within eight months.

Mr. TALBOTT. We would have enough for the Navy to carry us along until then?

Admiral EARLE. Yes, sir.

Mr. TALBOTT. Then I think you ought to have the appropriation.

Admiral EARLE. We are practically morally bound to do this, because the Army is doing a great work in that connection, and we can not expect to get our whole share of what comes into this country unless we do something to help relieve the shortage.

Mr. TALBOTT. You think this plant could be ready to produce nitrates by the time that we will have to have them?

Admiral EARLE. Yes, sir; we expect to do so. There is another thing that should be pointed out to the committee in connection with this plant. That is that I do not consider this a war investment only. I consider that after the war this plant will be just as valuable as it is now. We can make nitrate from this plant and sell it to the fertilizer companies. It will not be a scrapped factory at the end of the war.

Mr. BUTLER. You estimate it will cost $9,150,000?

Admiral EARLE. Yes, sir.

The CHAIRMAN. Will that complete it?

Admiral EARLE. We hope so; that is the estimate.

Mr. BUTLER. Have you these estimates itemized for this plant?

Admiral EARLE. I have, sir. I do not find them here, though.

| | | |
|---|---|---|
| Process building | | $3,055,000 |
| Building and foundations | $225,000 | |
| Equipment | 2,830,000 | |
| Gas house | | 380,000 |
| Building and foundations | 70,000 | |
| Equipment | 310,000 | |
| Steam power plant | | 925,000 |
| Building and foundations | 225,000 | |
| Equipment | 700,000 | |
| Coal and coke storage | | 50,000 |
| Oxidation and absorption | | 1,005,000 |
| Building and foundations | 190,000 | |
| Equipment | 815,000 | |
| Concentration building | | 890,000 |
| Building and foundations | 64,000 | |
| Equipment | 826,000 | |
| General storehouse and pipe shop | | 125,000 |
| Machine shop | | 100,000 |
| Accessory buildings | | 75,000 |
| Outside pipe line and electric power distribution lines | | 425,000 |
| Total cost material and labor for manufacturing plant | | 7,025,000 |
| Permanent railways | 125,000 | |
| Roads, general land improvements, etc | 150,000 | |
| | | 275,000 |
| Preliminary surveys, construction plant and tools, watching and guarding housing construction forces, contingencies (10 per cent), engineering, drafting, and construction fees | | 1,850,000 |
| Total construction cost | | 9,150,000 |

Mr. BUTLER. Will you be kind enough to put that in? Of course, the amount that this plant will cost will depend upon where you put it.

Admiral EARLE. Of course, it depends a great deal on the advance in labor, so that we can not predicate much.

Mr. BROWNING. Are there not many places where this nitrate could be made cheaper by water power?

Admiral EARLE. Not that I know of.

Mr. BUTLER. Is it the method called hydro-electric?

Admiral EARLE. No, sir; this method is called the general chemical, or the De Jahn process. It takes a very much less horsepower than the electrolytic process, only a hundredth; one-twentieth of the cyanamide process.

The CHAIRMAN. I understand this is the latest improved process.

Admiral EARLE. It is the process that I am banking on.

Mr. BUTLER. There is no use giving that information to me, because I would not understand it; I am not a scientist; but I would be obliged if you would put down the process and the method which you propose to adopt for nitrate for the Navy. Now, you expect to finish this plant, you say, within eight months?

Admiral EARLE. We hope to finish a part of it. The process is known as the General Chemical Co.'s, or De Jahn process, which is a modification of the original Haber process and belongs to the classification of direct synthesis of ammonia from nitrogen and hydrogen. A mixture of one part nitrogen and three parts hydrogen passes under pressure over a suitable catalyzer at a high temperature causing the hydrogen and nitrogen to unite and form ammonia, $N_2+3H_2=2NH_3$. A single passage of this mixture through the apparatus causes a transformation of from 2 to 6 per cent of the nitrogen to ammonia. This ammonia being then recovered from the apparatus by condensation and the remaining and much larger portion of the gases uncombined returning to the cycle. It is the development of the ammonia process to which Germany owes its present independence of an imported supply of nitrogen. The catalyst used in the process is a secret, but is inexpensive as compared with the catalyst used originally.

The yield of nitric acid from ammonia by oxidation methods is very high, representing 90 to 95 per cent of that theoretically expected. The oxidation process will follow the Ostwald method in which the reaction $NH_3+4O=HNO_3+H_2O$ is brought about by passing the mixture of gases over platinum gauze or screen at high temperature (an exothermic reaction), at a velocity of some 2 meters per second. The time of contact between gas and catalyzer does not exceed one one-hundredth of a second. These oxides of nitrogen pass into the acid towers where water absorbs the gases forming weak nitric acid which concentrated by method of distillation after mixing with sulphuric acid. From this we obtain our fortifying acid used in the manufacture of powder.

Mr. BUTLER. And how many tons of nitrate a year do you think it should produce?

Admiral EARLE. We figure that this should give us sufficient acid to run our factory at the rate of 100,000 pounds a day of smokeless powder.

Mr. BUTLER. Enough to produce 100,000 pounds of smokeless powder each day?

Admiral EARLE. Yes, sir.

Mr. BUTLER. And what will your nitrates cost you made by this process?

Admiral EARLE. I do not believe I have here the estimated cost.

Mr. BUTLER. Will you write it in? Give the figures to show what it will cost if made at this plant, and what it costs now to bring it from Chile.

Admiral EARLE. Yes, sir.

Mr. BUTLER. This of course, will cost us more than the nitrate we have been obtaining from Chile?

Admiral EARLE. It will in this way, if you put the whole cost of the plant up against the first year's work; but if you distribute the cost of the plant over several years, it will not. We figure that in four years you could amortize the whole plant and have had your nitrate at a cost not in excess of what we are paying for it, or were paying for it in 1917.

Mr. BUTLER. In four years, by making a proper apportionment of the cost of this plant you will have paid for the plant?

Admiral EARLE. And every pound of nitrate that you will produce will have cost you less than the price that we were paying in the fall of 1917. Our figures show that.

Mr. BUTLER. Will you please put the figures in right there, following that?

Admiral EARLE. Yes, sir. The figures show the cost would be in the neighborhood of only six-tenths; but the figures look too good.

Mr. BUTLER. I am going to ask you to give figures showing what it will cost distributing it over four years; the cost of the nitrates now; the difference in the cost of the nitrates which we produce and those we bring here from Chile.

Admiral EARLE. I thought I had those figures here, but I will put them in my statement.

(Thereupon, at 12.30 o'clock p. m., the committee took a recess until 2 o'clock p. m.)

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AFTER RECESS.

The conferees reconvened pursuant to the taking of the recess, at 2 o'clock p. m.

## STATEMENT OF REAR ADMIRAL RALPH EARLE, CHIEF OF THE BUREAU OF ORDNANCE, NAVY DEPARTMENT—Cont.

The CHAIRMAN. When we took our recess we were discussing the nitrate plant. Have you anything else you wanted to say with reference to that nitrate plant, Admiral?

Admiral EARLE. I said I would go over the costs just as an indication of what we could reasonably expect.

The CHAIRMAN. Very well.

Admiral EARLE. The cost to the Government now of 1 pound of nitric acid on the basis of the price for sodium nitrate in April works out as follows: 1.49 pounds sodium nitrate at 4 cents a pound is 6 cents; 1.4 pounds sulphuric acid at 1 cent a pound is $0.014; one-

half pound of coal at $4 per ton is four-tenths of a mill; labor, depreciation, and interest is 1 cent. This makes a total of $0.0844 per pound.

The cost per pound of 100 per cent nitric acid by the proposed General Chemical Co.'s process is estimated as follows:*

*Cost per pound of 100 per cent nitric acid by the proposed modified Haber process of the General Chemical Co.*

| | |
|---|---|
| Cost of ammonia: | |
| Raw materials— | |
| Coke, 40 tons, at $8 | $320.00 |
| Caustic soda, 1 ton, at $60 | 60.00 |
| Steam, 240 tons, at 50 cents | 120.00 |
| Water, 500,000 cubic feet, at 40 cents | 200.00 |
| Total material | 700.00 |
| Power, 48,000 kilowatt-hours, at 70 cents per 100 kilowatts | 336.00 |
| Labor | 446.00 |
| Repairs, at 5 per cent | 1,164.00 |
| Expense and burden | 90.00 |
| Recovery, cost of caustic soda | 150.00 |
| Interest and depreciation, at 12½ per cent on $8,500,000 | 2,911.00 |
| Police and fire department, at $50,000 per year | 137.00 |
| Administration and research, at $100,000 per year | 274.00 |
| Total | 6,208.00 |
| Expense per day— | |
| Product, 60,000 pounds per pound, $NH_3$ | $0.103 |
| Irregular operation, 10 per cent | .0103 |
| Total | .1183 |
| Nitric acid— | |
| Ammonia cost, at $0.1133 per pound | $0.034 |
| Other cost of oxidation | .02 |
| Total | .054 |

It is divided up into each operation, which I could insert in the record, without reading it, and just give you the total.

The CHAIRMAN. Very well; do so.

Admiral EARLE. The total is 0.054, as compared with 0.0844. The estimated saving per pound nitric acid by the General Chemical Co.'s process over the use of sodium nitrate is $0.0304; that is, 3 cents a pound.

The cost of the General Chemical Co.'s plant with a capacity of 175,000 pounds 100 per cent nitric acid to-day has been estimated as $8,390,000. The total saving per year in this plan at 3 cents a pound would be $1,941,000. Thus the saving in the cost of producing nitric acid by the General Chemical Co.'s process over the cost of producing by the sodium nitrate would equal the cost of the General Chemical Co.'s plant for 4.3 years' operation. I believe I mentioned this morning the synthetic plants under way represented approximately one-sixth of the requirements.

The CHAIRMAN. That is, the plants that the War Department is building?

Admiral EARLE. Yes, sir.

The CHAIRMAN. One-sixth of the requirements of the War Department alone?

Admiral EARLE. Yes.

The CHAIRMAN. And not of the War and the Navy combined? Was it one-sixth of the War and Navy Departments, or one-sixth of the War Department alone?

Admiral EARLE. It is one-sixth of the total requirements, estimated at 800,000 tons for the year 1918.

The CHAIRMAN. Is that military or military and industrial?

Admiral EARLE. That 800,000 tons is military.

Mr. BUTLER. Do I understand that you will need that much for military purposes in the Navy?

The CHAIRMAN. For the Army and the Navy?

Mr. BUTLER. And Admiral Earle told us how much he expected to produce by these plants? We have that already?

The CHAIRMAN. Yes.

Mr. BUTLER. Let me ask you right here, Admiral Earle: Do you understand that you will have this plant at full running capacity in eight months, or just be able to produce a portion of what you expect to produce?

Admiral EARLE. It will be built in units; two 30,000 pounds units, probably, and one should be operating within eight months and the other immediately after.

Mr. BUTLER. Within what time after?

Admiral EARLE. Within the following month. They would go up right alongside of each other.

Mr. BUTLER. Would you allow me to ask you, how long has this process you propose to adopt been in use?

Admiral EARLE. It has been in use in this country only in one plant, and that is the General Chemical Co.'s plant now at Long Island.

Mr. BUTLER. How long have they been using it?

Admiral EARLE. They have been experimenting and using it for two years.

Mr. BUTLER. Are they able to compete with the nitrate production?

Admiral EARLE. No, sir; that is, not on a commercial basis.

Mr. BUTLER. That is not on a commercial basis?

Admiral EARLE. No, sir; their capacity is less than one-tenth of what this will be.

Mr. BUTLER. Have they been able to produce nitrate for about the same figures you name here?

Admiral EARLE. These figures are from them.

Mr. BUTLER. They are from them?

Admiral EARLE. Yes.

Mr. BUTLER. And what power do they use there? They must use steam.

Admiral EARLE. They use electric power.

Mr. BUTLER. How is that generated?

Admiral EARLE. It is generated by steam.

Mr. BROWNING. It would be a great saving if they had water power.

Admiral EARLE. The power used is so very little. It is only 5,000 kilowatts.

Mr. BROWNING. Admiral, they have got to get their electric power plant and operate it. That will burn a great deal of coal.

Admiral EARLE. Yes.

Mr. BROWNING. If you have water power so that you can generate your electricity in that way, you do not have to burn a pound of coal, and you are just that much better off.

Admiral EARLE. Yes; if you can get the power.

Mr. BROWNING. I know something about that, because where I live in the summer time they do not burn a pound of coal. Every bit of their power is derived from water power.

Mr. BUTLER. Have you told us why you did not submit this to the Naval Affairs Committee?

Admiral EARLE. Yes, sir. I was not convinced, at the time I went before the House Committee on Naval Affairs, that the Navy should go into this; it was such an extensive proposition. I had devoted a good deal of time to studying it, at that time, and I continued to study it, and it was not until a month or so ago that I became convinced that it was necessary.

The CHAIRMAN. He has stated that he thought we could still get nitrates from Chile.

Admiral EARLE. But the importations kept falling off, and nothing else seemed to be in sight.

Mr. BUTLER. In the months of March and April importations of nitrate have fallen off a great deal?

Admiral EARLE. A great deal, in March and April.

Mr. BROWNING. As I understand you, you propose to make at this point all the nitrate that the Navy uses, to supply our Indian Head plant?

Admiral EARLE. To supply the Indian Head plant. That means that the Navy will have to purchase the sodium nitrate from Chile only for its high explosives.

Mr. BUTLER. Can we not use the same nitrate for both purposes?

Mr. BROWNING. Yes; that is what I was going to ask. Why would they have to do that?

Admiral EARLE. I am figuring on getting some of the nitrate that comes in. I understand we are going to get from 70,000 to 90,000 tons of nitrate a month in this country, and the proportion of that which will be assigned to us by the War Industries Board we hope will carry out our high-explosive work.

Mr. BROWNING. If you made this plant large enough to manufacture all the nitrate you want, you would not care whether they apportioned you any or not?

Admiral EARLE. No, sir; we would not. But I doubt very much whether we could build as large a plant as that within a reasonable time. This is a pretty big undertaking as it is.

Mr. BROWNING. That is true.

The CHAIRMAN. You have the amount of $9,150,000 here.

Mr. BUTLER. Why will you use the Chilean nitrate for high explosives, as you say? You could use it for anything, could you not?

Admiral EARLE. Yes; you could use it for anything.

Mr. BUTLER. You could use the nitrate from this proposed factory for anything?

Admiral EARLE. Yes, sir.

Mr. BUTLER. I did not know but that you had to use one for one thing and the other for another purpose.

Admiral EARLE. No.

Mr. BUTLER. This plant will make nitric acid?

Admiral EARLE. Yes; and nitric acid is the basis of all explosives.

Mr. BROWNING. To build a plant, while you are building, that would furnish you all the nitrate that the Navy needed, how much more would it cost? You have $9,150,000 here.

Admiral EARLE. I think I would have to spend considerable time studying that out.

Mr. BROWNING. I do not want to know exactly, but you know pretty nearly how much more nitrate you want than this plant will furnish, and you can figure how much would have to be added to the cost of this plant?

Admiral EARLE. I should say the amount would have to be at least doubled; probably more.

Mr. BROWNING. At least doubled?

Admiral EARLE. Yes.

The CHAIRMAN. Admiral, I wanted to ask you to state again, for my information, what did you say would be the output of this plant in nitric acid? You said it would be enough to make 100,000 pounds of high explosive a day?

Admiral EARLE. Of powder; yes, sir. 112,500 pounds of 100 per cent nitric acid for a 24-hour day.

The CHAIRMAN. And you would estimate on running 300 days a year?

Admiral EARLE. Yes; 300 days a year.

The CHAIRMAN. I would like to ask you, are there any other items in these amendments where you can take authorizations in connection with your appropriation and reduce the appropriation, other than the three that you have mentioned?

Admiral EARLE. That was all, sir; those three that I figured out.

The CHAIRMAN. In the others you need the money during the coming fiscal year?

Admiral EARLE. During the coming fiscal year; yes, sir.

Mr. BROWNING. You mean the authorizations?

The CHAIRMAN. Yes. The amount is $31,000,000.

Admiral EARLE. Thirty-one million dollars is what I estimated.

The CHAIRMAN. You stated a moment ago that there were some of these things we were making for the allies for which the United States would be reimbursed. I would like to have you tell us now what those different ones are. Is there anything for the French?

Admiral EARLE. The French have asked for guns for 50 sub chasers.

The CHAIRMAN. That would be $200,000?

Admiral EARLE. Yes, sir.

The CHAIRMAN. $4,000 apiece, as I recall?

Admiral EARLE. Yes, sir. Then there would be about $22,000,000 altogether for batteries for the British merchantmen.

The CHAIRMAN. $22,000,000 for batteries?

Admiral EARLE. Yes; for the British.

The CHAIRMAN. That would be reimbursed?

Admiral EARLE. Yes.

The CHAIRMAN. Anything for ammunition?

Admiral EARLE. That included the ammunition and the batteries for the British ships. Then there were to be a certain number of these guns, number not known to me definitely, but I believe it is 200 of these 4-inch guns, that eventually will go to the Italians. We are

shipping them guns all the time. There is $4,469,000 on 4-inch guns; and ammunition, about $2,000,000—about that.

The CHAIRMAN. Two millions in addition to the——

Admiral EARLE. To the $4,469,000.

The CHAIRMAN. Now, there is another item?

Admiral EARLE. In the Navy nitrate plant, sir, will you put in that land clause?

The CHAIRMAN. We have gone over that?

Admiral EARLE. You have put that provision in the provision for the mine depot, but if you put in the sodium nitrate plant, you will have to put in a provision there. This is supposed to purchase a site, if necessary, but——

Mr. BUTLER. You see, that is no part of the amendment "for the erection, equipment and operation of a plant."

The CHAIRMAN. It reads, "For the erection, equipment and operation of the plamt." Now, is not the site to be acquired for that?

Admiral EARLE. A site may have to be acquired.

The CHAIRMAN. It does not provide anything for that?

Admiral EARLE. No, sir; and I intended to put it in here if possible.

Mr. BUTLER. Did you include, in the estimate of $9,150,000, anything for land?

Admiral EARLE. We have not specifically, included it there, sir. We have been hoping we would not have to spend anything for land.

The CHAIRMAN. If you put in there a provision to acquire land, would you have money enough to do it; out of the $9,150,000?

Admiral EARLE. In our estimate of the plant itself, we thought we could do it for just a little bit under $9,000,000, and we thought we could get the land with the rest.

Mr. BUTLER. Do you know any reason why we could not put this at Indianhead?

Admiral EARLE. It all depends on whether we get railroad communication there.

Mr. BUTLER. If we had railroad communication, could we not establish this plant at Indianhead?

Admiral EARLE. Yes; if we had the railroad. We could not do anything there in eight months, unless we had some means of getting material to Indianhead to build it with. It depends on the railroad. I can not build it there without I have the railroad.

The CHAIRMAN. I want to ask you about Senate amendment 100. It reads:

(100). For the building of or providing for the construction of a railroad to connect the Naval Proving Ground and the naval smokeless powder factory at Indianhead, Md., with existing or contemplated railway lines, under terms and conditions satisfactory to the Secretary of the Navy, authority being granted for the immediate condemnation of the necessary right of way, $550,000.

The proposal that first came to the committee was a different one from that, which did not require the expenditure of any money by the Government, and only called for a freight contract for a period of six years, which was under the amount that the freight would actually amount to.

Admiral EARLE. Yes; that is correct.

The CHAIRMAN. What has become of that proposal? That road was to run directly from near Washington to Indianhead.

Mr. RIORDAN. As a branch of some existing road?

The CHAIRMAN. No; it was going to connect with the Baltimore & Ohio at Bennings, and then go down 5 or 6 miles and leave the Baltimore & Ohio.

Admiral EARLE. It was intended to connect with the Baltimore & Ohio at Shepherd's Landing, just below Alexandria.

The CHAIRMAN. And then you would come on the Baltimore & Ohio tracks up here.

Mr. BROWNING. Mr. Chairman, is this the same proposition we had before us?

The CHAIRMAN. No, sir.

Mr. BROWNING. That is what I thought.

The CHAIRMAN. No; that is what I was calling attention to. Now, why this change?

Admiral EARLE. You may remember that when the bill was under discussion in the House it was struck out on a point of order.

The CHAIRMAN. I took it out myself, out of the appropriation bill, because you told me that Mr. McAdoo was making arrangements with the Pennsylvania Railroad——

Admiral EARLE. To build a connection.

The CHAIRMAN (continuing). To build a connection.

Admiral EARLE. The reason we went to Secretary McAdoo was because of the fact that the promoters of this new railroad found that they could not borrow the money necessary to build it, even though Congress provided a guaranty of their interest on the bonds at the rate of $60,000 a year.

The CHAIRMAN. Is that still the situation?

Admiral EARLE. That is still the situation.

The CHAIRMAN. Here a short time ago, just a few days ago, Mr. Ward—is that his name?

Admiral EARLE. Mr. Ward; yes, sir.

The CHAIRMAN. Mr. Ward spoke to me out here in the rotunda, between here and the House, insisting that they had assurances from some guarantee and trust company to furnish the money if they could get the freight contract with the Government, as heretofore contemplated, and I had understood from the Secretary that the Ward proposal—or his people—had fallen down, and they could not get the money.

Admiral EARLE. That is still my understanding, Mr. Chairman; and only three or four days ago we received a telegram from Mr. Gannon, who is presumably the president of this proposed company, stating that Mr. Ward did not represent him. Now, Mr. Ward has been representing him right along, and Mr. Gannon had informed me previous to that——

Mr. RIORDAN. Who is Mr. Gannon? Is he the son of the former president of the Baltimore & Ohio, or of the freight manager from Staten Island?

Admiral EARLE. No, sir; he is Mr. F. S. Gannon, of New York.

Mr. RIORDAN. He has been connected——

Admiral EARLE. With the Baltimore & Ohio Railroad.

Mr. RIORDAN. His father was the freight manager of the Staten Island Rapid Transit, which was a subsidiary of the Baltimore & Ohio Railroad.

Admiral EARLE. Yes, I think so. This proposition now is that the Government should pay for the whole railroad.

The CHAIRMAN. So that this proposal that we had heretofore has now fallen down?

Admiral EARLE. Absolutely, so far as I can learn.

Mr. BROWNING. What do you mean, that the Government should pay for the whole railroad?

Admiral EARLE. Build it.

Mr. BROWNING. Then it would be the Government's railroad, and the Government would own it?

Admiral EARLE. It would be their road. The intention would be that they would build it as a part of their proposed line to Newport News.

Mr. BROWNING. Will they go on and build from Indianhead to Newport News?

Admiral EARLE. They make no guaranty.

Mr. BROWNING. No.

Admiral EARLE. But the proposition is that they would.

Mr. BROWNING. I think you had better drop the whole proposition and let us build the whole road. I did not think so at first, but I do now. What is this proposal now, to connect with the Pennsylvania road?

Admiral EARLE. It is to connect with the Pennsylvania in the vicinity of White Plains.

Mr. BROWNING. Where is that?

Admiral EARLE. In Charles County, Md., 14½ miles from the powder factory.

The CHAIRMAN. Fourteen and a half miles?

Admiral EARLE. Yes.

The CHAIRMAN. Would you have to build that 14½ miles?

Admiral EARLE. Yes.

The CHAIRMAN. That would connect with the Pope's Creek branch?

Admiral EARLE. White Plains is a station on the Pope's Creek Branch Railroad.

Mr. BUTLER. And it is 14½ miles from that point down to Indianhead?

Admiral EARLE. Yes.

Mr. BUTLER. But you would have to build a road to connect with that?

Admiral EARLE. Yes.

Mr. BUTLER. How about the Secretary of the Treasury doing it?

Admiral EARLE. I thought he would do it and charge it to the revolving fund, but he does not want to do it that way. He wants the Navy to pay for it.

Mr. BUTLER. By direct appropriation?

Admiral EARLE. Yes; by direct appropriation. The idea is that at the end of the war, or not at the end of the war necessarily but when the railroads are returned to private ownership, the Pennsylvania Railroad then will pay a price for the road based upon what would have been the road's earnings in freight, judged by the amount of freight actually transported over the road.

Mr. BROWNING. You would get as good service from this road as from the former plan?

Admiral EARLE. Not passenger service, but freight service practically as good.

Mr. BROWNING. Speaking of passenger service, is that important to you?

Admiral EARLE. It is quite important, as I believe it will bring in the necessary labor that we need.

Mr. BUTLER. Yes, indeed.

Mr. BROWNING. Why could not the laborers come by this new road as well as by the other one?

Mr. BUTLER. It is a much longer route.

Admiral EARLE. Yes; it is 64.5 miles, while the other is only 28 miles.

Mr. BUTLER. You have to go all the way up to Bowie.

Admiral EARLE. The route that comes directly down from Shepherd's Point Landing and follows the Maryland shore of the river makes it only 28 miles from Washington. For a passenger to go down from Washington by this other road you have to go to a place called Bowie and take the Pope's Creek branch and go down from the station called White Plains over to Indianhead.

The CHAIRMAN. How far is that?

Admiral EARLE. About 64.5 miles, altogether, by that route from Washington to Indianhead. You see, you come back on your tracks.

Mr. BROWNING. There is not much labor in Washington.

The CHAIRMAN. A question I wanted to ask you, Admiral, is this: On the freight matter, what proportion of your freight will be between Washington and Indianhead and what proportion between other places and Indianhead? What I am trying to get at is this: If you would have to transport all of your freight over this new proposed route, that additional 75 miles, or whether you would get a recompense by the freight that you would bring in from other places, from Pennsylvania points and New York points and other points?

Admiral EARLE. My estimate of that is that the freight coming from other points—that is, not routed through Washington at all—will be in proportion about 5 to 1.

The CHAIRMAN. You would have five times as much freight from outside of Washington as you would have from Washington direct to Indianhead?

Admiral EARLE. Yes.

The CHAIRMAN. Now, the freight that comes from other points than Washington, not routed through Washington, over this new line, would you have a saving in transportation that way, or would you still have that excess distance, or the difference between 28 miles and 64.5 miles?

Admiral EARLE. No, sir; you would have an actual saving in freight rate. You would have an actual saving in freight.

The CHAIRMAN. That is what I had in mind, that while between Washington and Indianhead, which is the minor factor——

Admiral EARLE. Yes.

The CHAIRMAN (continuing). You would have an increased freight charge, yet from other points, going directly and not coming through Washington, which is the major factor——

Admiral EARLE. Yes.

The CHAIRMAN (continuing). You would have a saving.

Admiral EARLE. In freight rates.

The CHAIRMAN. In freight rates. So that this greater distance between Washington and Indianhead does not affect the whole problem?

Admiral EARLE. No, sir; it does not. It makes very little weight in the whole problem.

Mr. BUTLER. Mr. Chairman, let me ask the admiral a question to see if I understand him. The Pennsylvania Railroad passes a point out here about 15.3 miles from Washington called Bowie.

Admiral EARLE. Yes.

Mr. BUTLER. Did you learn how far it was from Bowie down to White Plains?

The CHAIRMAN. He stated that a few minutes ago.

Mr. BUTLER. No, I do not think he gave us that distance.

Admiral EARLE. I have heard that stated as 34.7 miles.

Mr. BUTLER. How far is it from Bowie down to Indianhead by the way of Washington; that is, from Bowie, out here 15.3 miles, and then how many miles down to Indianhead?

Admiral EARLE. Practically 64.5 miles.

Mr. BUTLER. That makes a difference of 36.5 miles in favor of the route proposed in this bill, passing through that point, Bowie?

Admiral EARLE. Yes.

Mr. BUTLER. And I suppose a great deal of the freight, anyhow, that you would have would come over the Pennsylvania Railroad?

Admiral EARLE. Yes, sir. You see, the freight that came into Baltimore would be routed from Baltimore over the Pennsylvania Railroad to Bowie.

Mr. BUTLER. Let me see. From Washington to Indianhead by the way of White Plains is 64.5 miles?

Admiral EARLE. Yes, sir; that is it.

Mr. BUTLER. So that it is really a longer distance from Bowie over the proposed line than over the one we had?

Admiral EARLE. Yes; a much longer distance.

Mr. BUTLER. No; but from Bowie.

Admiral EARLE. Yes; from Bowie it is.

The CHAIRMAN. What I was trying to get at is this, that the great bulk of your freight comes from points other than Washington?

Admiral EARLE. Yes, sir.

The CHAIRMAN. The proportion being about as 5 is to 1.

Admiral EARLE. Yes; 5 to 1.

The CHAIRMAN. I understood you to say that in the great bulk of the freight there would be a saving in freight rates to go direct over this proposed connection that you are proposing in this Senate amendment compared with what you would pay to bring it by way of Washington and go down over this 28-mile road?

Admiral EARLE. I am not sure on that, but I believe so. The freight rate to be charged by this new road was very high. They wanted——

Mr. BUTLER. That, of course, would depend upon the freight?

Admiral EARLE. Yes.

Mr. BUTLER. But you would have many less miles to run over if you came in by Washington?

Admiral EARLE. The mileage would be the same by way of Baltimore.

Mr. BUTLER. I can not see that.

Mr. TALBOTT. Could you not run a road directly from Indianhead to Washington?

Admiral EARLE. Yes, sir; it can be done.

Mr. TALBOTT. It can be done?

Admiral EARLE. Yes, sir.

Mr. TALBOTT. It can be done cheaper that way by this Government than in any other way to haul the freight.

The CHAIRMAN. That, I understand, would cost $1,400,000, and this connection that they are proposing here will cost only $550,000?

Admiral EARLE. There are some curious figures in regard to that million dollars. We had quite a conference with the Pennsylvania Railroad, the engineers of the proposed line, the Washington & Newport News Short Line, Admiral Parks, Admiral Siebert, and myself. We went over the situation pretty thoroughly. For instance, the engineer of the railroad who was to build the short line from Washington to Indianhead was allowing 30 cents a cubic yard for his excavation. The Pennsylvania Railroad in their estimate of the cost was allowing 90 cents a cubic yard, and said they could not possibly do it for less than 90 cents: and the bids we received to-day were $1.02 a yard, showing that the Pennsylvania Railroad estimate was nearer right. The short line went up immediately—or, before this conference, they had gone up—to $1,081,000 from $800,000, and the impression I gathered was that to build that road would cost $2,500,000 if it cost a cent.

The CHAIRMAN. $2,500,000 to build that road from here to Indianhead direct?

Admiral EARLE. From Shepherds Point to Indianhead direct.

The CHAIRMAN. I understand you have got some pretty heavy fills and cuts along that way?

Admiral EARLE. We have got a long tunnel, too, about 1,300 feet long.

Mr. BUTLER. That is by the short line from here?

Admiral EARLE. Yes, sir.

The CHAIRMAN. I have been inquiring into this project since we reported out that other proposition, and I understand that this connection that is proposed here, the fourteen and a half miles that you speak of, is rather on level grade, without any heavy fills or cuts; is that correct?

Admiral EARLE. Yes, sir. There is a good deal of trestle, but there are no tunnels.

The CHAIRMAN. Will the $550,000 do that work, in view of the bids that you have been receiving?

Admiral EARLE. Admiral Parks just opened those bids this morning. He can speak in regard to that.

Admiral PARKS. It is not sufficient for that work. It will cost approximately $850,000 on the basis of $36,000 for the right of way.

The CHAIRMAN. So that this $550,000 that has been put in by the Senate——

Mr. BUTLER. Means nothing?

The CHAIRMAN (continuing). Will not build that road, by $300,000?

Admiral PARKS. No, sir.

Mr. BUTLER. Could we raise that item, under the rules of the House?

The CHAIRMAN. Not without the consent of the House.

Mr. BUTLER. On whose estimate was that inserted in the Senate?

Admiral EARLE. That was inserted on the estimate of Judge R. S. Lovett, of the division of capital expenditures.

His estimate was based on the surveys and estimates of three engineers from the Pennsylvania Railroad staff who went over the ground. That gave a quick estimate of $550,000. This all happened about the time the bill was coming up. Later on, when we went over the various items, we found that the engineers had figured on $863,492. The item list is here. Items in that list were as follows:

| | |
|---|---|
| Grading | $302,400 |
| Bridges and trestle, etc | 87,000 |
| Masonry | 29,000 |
| Track | 309,320 |
| Crossings and signs | 8,000 |
| Right-of-way fences | 7,500 |
| Telegraph and telephone lines | 14,500 |
| Office buildings | 10,000 |
| Engineering and contingencies | 76,772 |
| Right of way | 19,000 |
| Total | 863,492 |

The CHAIRMAN. You say for right of way they allowed $19,000?

Admiral EARLE. That is what they figured, roughly.

The CHAIRMAN. I understood Admiral Parks to say $36,000 for right of way.

Admiral EARLE. I think $36,000 is a more reliable figure.

The CHAIRMAN. That would bring it up to $900,000, nearly?

Admiral EARLE. Yes; but this is an actual bid, the figures that Admiral Parks has. You see, we have been having this thing mulled over, now, for a long time, and finally opened bids yesterday afternoon. How many bids were there, Admiral?

Admiral PARKS. Two on unit prices, and eight, I believe, on cost-plus. Of the unit prices the low one was that of the Bryan Construction Co. that has just been completing the double-tracking of the New York & New Haven Road on the east side of the Thames, and that firm was not one of the firms selected by the Pennsylvania Railroad. Nearly all the other bidders were firms that had been selected by the Pennsylvania Road to bid.

The CHAIRMAN. I have here a proposal signed by C. Nielson and James L. Sharkey—I think the name is. Did they have a talk with you about some plan that they had of some railroad connecting in there?

Admiral EARLE. Yes, sir; they talked to me often.

The CHAIRMAN. He talked to me about it, and I think he claimed that it was only necessary to build about five or six miles to make a connection there, and he had the road already built with only five or six miles to build. Do you know anything about that?

Admiral EARLE. I know that he is counting on this connection from White Plains to Indianhead to open up his other railroad that he is prospecting on. I think he has underestimated the distance right straight along. Fourteen and a half miles is the actual distance, surveyed distance.

The CHAIRMAN. That is the same road, then, that he was figuring on there—that connection?

Admiral EARLE. That was to be a part of his railroad system to open up the Patuxent River, Point Lookout, and Leonardtown, I think.

The CHAIRMAN. That is what I wanted to know about; if it was that same connection.

Mr. TALBOTT. Nielson was Third Assistant Postmaster General under Mr. Cleveland in his first term. That is where I first knew him.

Admiral PARKS. Mr. Chairman, I would like to say something about the Pennsylvania Road's estimate on that bid, if I may.

The CHAIRMAN. Yes.

Admiral PARKS. Their estimate was about $863,000, and based upon the use of good relaying rails of 85 to 100 pounds. That appeared, then, to be the easiest way to get the track material at present. But we found there were Russian rails of 67½ pounds that were perfectly good for our purposes, that could be purchased for less per ton than these relaying rails, making the total cost for rails less if we used the Russian rails; and almost the total difference between their original estimate and the Bryan Construction Co.'s bid is made up in that difference in the cost of the two lots of rails.

The CHAIRMAN. Now let me get those figures together. What was the estimate of the Pennsylvania Railroad Co.—$863,000?

Admiral PARKS. Approximately.

The CHAIRMAN. What were the items of that?

Admiral PARKS. $700,000 for everything except the rails and the right of way. The rails would be $100,000 and the right of way I have estimated at $36,000.

The CHAIRMAN. And that would be——

Admiral PARKS. $836,000.

The CHAIRMAN. So that you are, anyway, within $30,000 or $40,000 of each other in your calculation.

Admiral PARKS. I think that shows clearly that the $550,000 was a snap judgment.

The CHAIRMAN. That is what I was developing.

Admiral EARLE. That was inserted after we received a letter from Judge Lovett. As I just explained, the price was based on his survey, before they had gone into the itemized figures as contained in a communication from Regional Director A. H. Smith, who, I believe, was president of the New York Central.

The CHAIRMAN. I understand you to say that after the investigations that you have made—and I understand you have made considerable investigation since you had the matter before this committee some months ago—you have very greatly enlarged the estimate of the cost of the construction of that road from Shepherds Point Landing to Indianead, direct?

Admiral EARLE. Yes, sir.

The CHAIRMAN. I understood you then to say that it would cost something like $1,000,000?

Admiral EARLE. That is what the company said it would cost; $1,081,000.

The CHAIRMAN. Now you say that the lowest estimate that you would give would be $2,500,000?

Admiral EARLE. I think that is about it. Perhaps Admiral Parks thinks it would be less.

Admiral PARKS. I think I would do it for a little less than $2,500,000; but one item in his estimate of $1,000,000 was 30 cents a cubic yard for excavation, and I asked him what price he had estimated on for the payment of his labor. "Usual rates." I asked him again what he meant by "Usual rates," and could get no definite statement from him as to any price per day or price per hour. About a year ago, when he was considering this matter first, the rate of pay was about $2 a day for eight hours. It is now $4.40 for 10 hours in Washington, without an increase in output, and his 30 cents would have been absurd at $2.

The CHAIRMAN. In other words, if I understand, in the item of labor at $2.30——

Mr. RIORDAN. Two dollars, even.

The CHAIRMAN. Or at $2, even, a year ago.

Admiral EARLE. Yes.

The CHAIRMAN. That labor at $2 produced as much labor result as $4.40 now produces—that is, eight hours labor at $2 a day then produced as much product or result as a 10-hour day now produces at $4.40 a day?

Admiral EARLE. Yes.

Admiral PARKS. In many cases it produced more than the 10-hour day now produces. The efficiency is low.

The CHAIRMAN. That is certainly a sad comment.

Admiral PARKS. It is a terrible business, Mr. Chairman. It is the most serious thing in this country. It is the most serious thing in the war, or anything else. Our estimates to-day do not amount to 10 cents to-morrow.

Mr. BUTLER. Has Admiral Parks any estimate of what it would cost to build a railroad from Washington in the shortest distance—in a direct line—down to Indianhead?

The CHAIRMAN. He just stated that it would cost about $2,500,000.

Admiral PARKS. About $2,500,000.

Mr. BUTLER. That would look to me as if it were prohibitive.

The CHAIRMAN. Another thing, that direct line would take a long time to build, and there is a tunnel on it, etc.

Admiral EARLE. From my point of view there are those difficulties.

The CHAIRMAN. On the other hand, on the labor problem, it would help you?

Admiral EARLE. Yes; it would.

The CHAIRMAN. But it would not be worth anything to him on this nitrate problem or on this next winter's work, either.

Mr. BUTLER. How long would it take to build a railroad from White Plains to Indianhead?

Admiral PARKS. It can be finished in 90 days.

Mr. BUTLER. Are these contractors responsible people?

Admiral PARKS. I believe they are.

Mr. BUTLER. And they could build it in 90 days; put the rails down so that you could haul over it?

Admiral PARKS. The rails have been ordered already and part of them sent to Indianhead and part of them to White Plains preparatory to action.

Mr. BUTLER. Of course, if we did not conclude to make the appropriation for it, they would have to haul the rails away—or, not haul them away, but use them for something else.

Admiral EARLE. They would have to get the Pennsylvania Railroad to buy what we have shipped.

The CHAIRMAN. Have you made a conditional contract there?

Admiral EARLE. No contract as yet.

Admiral PARKS. The understanding is that at this time we will make a contract with the Pennsylvania Railroad to acquire; and the Pennsylvania Railroad will not make a contract for construction at cost under conditions of changes decided upon by us and for construction purposes the railroad authorities will advance the money and when the appropriations come before you, then the contracts will apply and can be carried out.

The CHAIRMAN. This $550,000, then, ought to be $875,000?

Admiral PARKS. $850,000, I think, is absolutely enough; $836,000 s my estimate now.

Mr. RIORDAN. How are you going to get that into the bill?

The CHAIRMAN. We may have to ask the House for permisssion to put that in.

Mr. BROWNING. The situation appears to be that the original proposition for this railroad has fallen down entirely, and this plan is no good except with a very largely increased appropriation.

Mr. BUTLER. When the operation of the road begins it will be under the direction of the Pennsylvania Railroad?

Admiral PARKS. Not if carried out as I have just suggested. It would be operated as a Government railroad.

Mr. BUTLER. You will have to buy locomotives, then?

Admiral EARLE. No, sir; we have the locomotives.

Admiral PARKS. It will cost us less to operate the amount of freight we have over the road on the other basis.

Admiral EARLE. We intend to operate with the equipment they have there and run out over that road to the main line.

Mr. BROWNING. When I was there it did not seem to me that you had enough equipment there.

Admiral EARLE. We will probably purchase one additional second-hand locomotive.

Admiral PARKS. Not necessarily second hand; a 45,000-pound locomotive.

Admiral EARLE. There is one change in the wording here that the solicitor has just called my attention to. It says, in lines 15 and 16, "authority being granted for the immediate condemnation of the necessary right of way." He says that that word should be "acquisition," instead of "condemnation."

The CHAIRMAN. That is for the acquisition under this authorization you have here. Now, is there anything else that comes under this that I have not asked you about?

Admiral EARLE. I think that there are some items that come under Admiral Parks.

Mr. BUTLER. I would like to ask a little question for my own information.

The CHAIRMAN. Very well.

Mr. BUTLER. You reach Indianhead now by water?

Admiral EARLE. Yes.

Mr. BUTLER. That is the only way we have to reach it, by water?

Admiral EARLE. Yes.

Mr. BUTLER. Can we still conduct that place to quite an advantage if we do not put this nitrate factory there? In other words, if the nitrate factory is not located at Indianhead, is this railroad absolutely indispensable to the operation of that plant?

Admiral EARLE. It is if we are going to get powder sufficient for the Navy. I would like to say, now, that we have not one single pound of sodium nitrate over and above what we use, per diem, on the place, nor can we get it there. We have every barge we can possibly get and every tug we can possibly get, and are working night and day, Sundays and holidays, transporting that freight.

The CHAIRMAN. And you are using it up as fast as you can get it?

Admiral EARLE. Yes. We shut down in March for six days, right in the middle of the war, because we did not have material.

Mr. BUTLER. That will not do. There must be no shutdown.

The CHAIRMAN. This whole railroad proposition came up independent of the nitrate plant.

Admiral EARLE. Yes, sir.

Mr. BUTLER. I know that. I appreciate that something will have to be done in order to reach that plant.

Mr. TALBOTT. Let us move the place.

Mr. BUTLER. I wanted to know whether we could reach this plant without spending these millions of dollars to go into railroad operations.

Admiral EARLE. You know it was planned down there to make 1,000 pounds a day when that plant was originally provided, and now it is supposed to turn out 100,000 pounds a day.

Mr. TALBOTT. The thing that struck me about it was the connection that you had both with the Baltimore & Ohio and the Pennsylvania systems.

Admiral Earle. By the short line across.

Mr. TALBOTT. With any railroad you built from here. They run their trains and their engines with stuff down there for you. That is where I look on this thing as valuable; you connect with the two great trunk lines in the East. I want a line to connect the Baltimore & Ohio Railroad and the Pennsylvania Railroad somewhere in or near this District.

Mr. BUTLER. That is what I had in view.

The CHAIRMAN. But here is the thing about that that we come up to. We need this nitrate plant at once, and if we put a nitrate plant down there we do not have to buy land. If you adopt this other plan you will not get it built this year, and next winter you will have the Potomac River frozen over as it was this winter, and you can not build that 28 miles of road, including that 1,300-foot tunnel, and other heavy work that is to be done there, between now and next winter.

Admiral EARLE. I would prefer it if it could be built in time and for a reasonable cost; I would rather have the line from Shepherds Landing down, but it can not be accomplished. I am thoroughly convinced that we can not get it.

The Baltimore & Ohio could make a connection from Odenton.

Mr. TALBOTT. Odenton is on the Pennsylvania Railroad.

Admiral EARLE. I know it is, but the Baltimore & Ohio runs across to Annapolis.

Mr. BUTLER. Who is the president—Gannon?

Admiral EARLE. Mr. F. S. Gannon is the president of this proposed road.

Mr. BUTLER. I understood the chairman to say that Mr. Ward still holds out the idea that the program we had might go through.

Admiral EARLE. He does.

Mr. BUTLER. But Ward has been repudiated by Gannon?

Admiral EARLE. By Mr. Gannon. That is the development last week.

Mr. BUTLER. What does Gannon want?

Admiral EARLE. He says we are making a big mistake in connecting with the Pennsylvania Railroad.

Mr. BUTLER. But what does he say about the establishment and plan we contemplated? Does he say it is hopeless to-day?

Admiral EARLE. Absolutely, sir. He says we will have to provide every dollar that is needed for the construction of the road.

Mr. BUTLER. Passing right on to that is the estimate of Admiral Parks that it will cost $2,500,000 to do it.

The CHAIRMAN. That is the Gannon proposition.

Mr. BUTLER. Yes; but I say putting it on to the statement of Gannon; that the Government has to provide all this money——

The CHAIRMAN. Yes.

Mr. BUTLER (continuing). Admiral Parks says it will cost us $2,500,000.

Mr. TALBOTT. Are you necessarily confined to the route these people talk about?

Admiral EARLE. No, sir. This right of way that these people talk about was surveyed very carefully several years ago, and then resurveyed again last month.

Mr. TALBOTT. Have you surveyed any other route? Generally, when they want to find a suitable location for a railroad they will survey three or four different lines.

Admiral EARLE. They looked over the ground. How thoroughly it is surveyed I do not know. Mr. Gannon's engineer has surveyed directly down the river.

The CHAIRMAN. Another item I wanted to call your attention to was that on page 58, Senate amendment 83. One part of that amendment is under "Navy yard, Washington, District of Columbia." There are "seven ordnance storehouses, Bellevue magazine, $440,000."

Admiral EARLE. Those are simply houses for ordnance purposes, in order to relieve the congestion in the Washington Navy Yard.

The CHAIRMAN. These are the 7 acres of ground that were authorized to be purchased at the Washington Navy Yard on the east side, south of M Street and east of Eleventh Street—I believe it is.

Admiral EARLE. Yes, sir.

The CHAIRMAN. How about relieving the congestion there?

Admiral EARLE. That is going to relieve the congestion in certain other directions, but these storehouses should be provided at Bellevue. It is right on the railroad line, and is a convenient point, and we figure that we will need those storehouses.

The CHAIRMAN. What sort of storage is that?

Admiral EARLE. Nonexplosive.

The CHAIRMAN. If those stores are for nonexplosive material, we have purchased a large body of land on the east and the west of the Washington Navy Yard—a number of acres.

Admiral EARLE. Yes.

The CHAIRMAN. In this bill we are carrying authority to acquire 7 acres more.

Admiral EARLE. Yes, sir; for the sum of $488,000.

Mr. RIORDAN (reading). "For the acquisition of additional land on the east side of the Naval Gun Factory lying south of M Street and east of Eleventh Street," $488,000.

The CHAIRMAN. We have got that in there now. Why can not those nonexplosives storehouses be built on some of that land?

Admiral EARLE. We have got all of that land taken up in our plans for the development of the navy yard.

Mr. BUTLER. But you have not any provision here authorizing the acquisition of more land for this?

Admiral EARLE. The storehouses are to go at Bellevue, and that is our own land.

Mr. BUTLER. Bellevue magazine?

Admiral EARLE. Yes.

Mr. BUTLER. Seven ordnance storehouses.

The CHAIRMAN. So that we own the land at Bellevue and we own the land at Washington, and it is just a choice of location?

Admiral EARLE. No, sir; the land we are getting in Washington is absolutely occupied by yard activities.

The CHAIRMAN. But I say, talking about the matter of location, whether we locate those storehouses here or there, we do not have to buy the land?

Admiral EARLE. No, sir; we have not room in Washington for storehouses.

The CHAIRMAN. But you do not have to buy land at Bellevue?

Admiral EARLE. No, sir.

Mr. BROWNING. Where is Bellevue; just down the Potomac River a little way, here?

Admiral EARLE. Yes.

Mr. BROWNING. I know where it is.

Admiral EARLE. We have magazines there.

Mr. BUTLER. Was this in your original estimates, Admiral Earle?

Admiral EARLE. Those storehouses were not; no, sir.

The CHAIRMAN. What is it that makes it important now to have them, when they were not estimated for originally and not brought up in the hearings?

Admiral EARLE. We went over the storehouse situation and we got a great deal, as you will remember, for storehouses, and we thought we would be as modest as we could. That development of that site for storehouses really came up after we were here. We took the Secretary down there, and the bureau chiefs were looking at it to see what we could utilize the site for, and we do need additional storehouses.

Mr. BUTLER. For your nonexplosives?

Admiral EARLE. Yes.

The CHAIRMAN. Where have you got anything for them now?

Admiral EARLE. We have not anything, really, now, except we try to keep everything in transit; but there is going to be a time

pretty soon when we are not going to be able to keep everything in transit. For instance, the guns and all are going to begin to be delivered faster than the merchant ships, pretty soon, although they will all be eventually needed.

The CHAIRMAN. The nonexplosives will have to be accumulating, and after the war they will have to be stored?

Admiral EARLE. This is a provision in part looking ahead to that.

The CHAIRMAN. That is what I am asking you.

Admiral EARLE. Yes.

The CHAIRMAN. If it is looking ahead, after the war you will take off of these ships a good many things that are classed as nonexplosives, and from other places, and put them in storage?

Admiral EARLE. Yes. We will have to put all our smaller guns away—that is, the guns that are now on merchantmen—in such storehouses as we can find. All we have now is magazines. This is a magazine here, too.

The CHAIRMAN. You have not got storage room to take care of those when you take them in?

Admiral EARLE. No, sir; and there will be a necessity; and right now we should have storage for all these spare parts that ought not to be exposed to the weather.

The CHAIRMAN. Is there any other item here?

Admiral EARLE. Yes, sir.

The CHAIRMAN. Tell us about amendment No. 101, under "Torpedo station, Newport, Rhode Island," reading "improving central power plant systems, including quay wall and fill at power house, $800,000."

Admiral EARLE. That is an addition to the original estimate obtained in the last congressional bill for the power plant. It has been found necessary to add this amount simply on account of the excess cost of the original project.

The CHAIRMAN. This embraces three different things. It embraces improvement of central power plant system, and then you have a quay wall——

Admiral EARLE. And a fill.

The CHAIRMAN. And a fill at the power house, but the quay wall and fill at the power house is all one.

Admiral EARLE. The land on which the power plant is being built is practically made land, and the fill and quay wall for that are the items required here.

The CHAIRMAN. How much did we appropriate for that enlargement of the power plant in the former bill?

Admiral EARLE. It was $990,000, I think.

The CHAIRMAN. Was that last year, you mean? Was it last year or year before last? There was not anything in the last bill.

Admiral PARKS. I have not seen the station yet, but my understanding is that that power plant had to be extended out on account of the small amount of land available there, and that necessitated this quay wall and fill.

The CHAIRMAN. In the House bill is "extension of sea wall, $5,000," and in the Senate bill it says, "including quay wall." Is that sea wall the quay wall?

Admiral PARKS. They are not the same thing at all. The one at the power house is a very much larger affair.

The CHAIRMAN. That improvement of the central power plan system there is for a factory. The power plant and the torpedo station there was a good big item. How much of that is for the power plant and how much is estimated for the wall and how much for the fill? Can you give us that, Admiral Parks?

Admiral PARKS. I can not give it to you from the data I have here now.

The CHAIRMAN. Will you put it in the hearing?

Admiral PARKS. I will put it in the hearing; yes.

The CHAIRMAN. I would like to have that segregated so that we will know how much is intended for the quay wall, and the extensions, and the dimensions of that wall and the fill at the power house.

Mr. BUTLER. Mr. Chairman, did Admiral Parks tell us where any necessity arose for the immediate consideration of this? Admiral Earle said Admiral Parks called his attention to it and he had only heard of it a very few days ago, and this is an awful lot of money for a power plant at Newport—a torpedo station.

Admiral PARKS. This arises wholly from the necessity for torpedoes, and a power plant was designed which was intended to be sufficient for the production of the torpedoes, and evidently the contracts for machinery, etc., were not let early enough and prices have been increasing so rapidly that one element of the increase requested is on account of the great increase of the cost of electrical and mechanical equipment. Now, there was one matter there, of air compressors, which is a pretty large item, and awarded since I have been here; that is, within the last three or four months. The prices of those air compressors were certainly high compared with what we used to have to pay for them, but there is a great increase in that price of all the mechanical equipment we have to buy at the present time.

The CHAIRMAN. I would be glad if you would give us a full statement in your hearing of what has been appropriated for that power plant, when it was appropriated, and how much we spent and when your contracts were made, and what contracts are yet unmade—those that you have not made and those that you have got out.

Admiral PARKS. I will do that.

Mr. BUTLER. We have a power plant there now, and that is the plant, as I understand it, that we used for the torpedo factory.

Admiral EARLE. The plant there now is just hanging on its last legs, and when they made that old torpedo plant they did not make it so that you could extend it at all, and they made it of such units that you could not expand it, so that the result is that we have to go to work now and build a new plant.

The CHAIRMAN. Is this a new power plant or is this an enlargement of an old one?

Admiral EARLE. No, sir, it is wholly a new plant. The old plant is to be used as a torpedo repair shop in accordance with the enlargement scheme of the station.

Mr. BUTLER. Where do you get the power for that torpedo station? You say you were using the power from the old plant for the repair shop?

Admiral EARLE. Now we are going to use the old power plant for the repair shop and take out the machinery.

The CHAIRMAN. How much was the appropriation we made for that old plant?

Admiral EARLE. The power plant cost $980,000.

The CHAIRMAN. When was that appropriated for?

Admiral EARLE. October 6, 1917.

The CHAIRMAN. If there was an estimate of nine hundred and some odd thousand dollars in the last bill and it takes $800,000 more now——

Admiral EARLE. I can explain that by one item that has hit me pretty hard recently. We estimated, for instance, for an armor press for the power plant at Charleston, S. C., $400,000. The smallest bid we got on that press was $2,500,000, and that with only one year's difference in machine tools. We tried to get a gun lathe for the Washington Navy Yard for turning large guns. They cost $30,000 a year ago. The lowest estimate we can get on that lathe, which was formerly $30,000, to-day is $250,000. That is what makes the change on all these things.

Mr. BUTLER. The armor plate plant is going to cost some money.

Admiral EARLE. It is going to cost about $20,000,000 when it is built, or more.

The CHAIRMAN. You are holding that up, are you not?

Admiral EARLE. No, sir; we are not holding it up; we are not rushing it, in other words. The Secretary wants me to keep along as well as I can and not to demand any priority over war necessities.

That is what is holding up all of us, the difficulty in getting tools, and my plan now is to try to build that armor plant, and I do not want to pay $2,500,000 for that press, but I want to build the plant and build the press in the plant.

The CHAIRMAN. I would not buy it now.

Admiral EARLE. I want to build the press in the plant.

The CHAIRMAN. Is there anything else you have in mind now under ordnance?

Admiral EARLE. I do not think so.

Admiral PARKS. I do not think there are any other items.

(At 3.40 o'clock p. m. the conferees adjourned until to-morrow, Wednesday, May 29, 1918, at 10.30 o'clock a. m.)

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(No. 20.)

COMMITTEE ON CONFERENCE,
HOUSE OF REPRESENTATIVES,
Wednesday, May 29, 1918.

The committee on conference this day met, Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENT OF REAR ADMIRAL CHARLES W. PARKS, CHIEF BUREAU OF YARDS AND DOCKS.

The CHAIRMAN. Gentlemen, we have with us this morning Admiral Parks, Chief of the Bureau of Yards and Docks, with reference to certain Senate amendments concerning which we want to get some information.

On page 55, Senate amendment No. 76, there is an increase of the appropriation for "Maintenance, Bureau of Yards and Docks," from $7,000,000 to $10,500,000. Why that increase for "Maintenance," Admiral?

Admiral PARKS. There are three or four reasons, one of which is my newness in the bureau in January. Another is the fact that we are yet building a tremendous increase to the temporary facilities of the training camps, and another is the increased cost of labor. At the Norfolk Yard, for instance, they paid $1.60 a day for common labor before the war. They now pay 40 cents an hour or $3.20 per day for eight hours, but find it necessary to keep the men to let them work overtime of two hours, as the contractors for both the Army and Navy are doing, which makes $4.40 per day. The common labor is the one in which the largest increase has taken place. Skilled labor is also increasing.

The CHAIRMAN. On the question of labor, how does the product as the result of the 10 hours of labor which costs you $4.40 compare with the eight hours of labor for which you paid $1.60 before the war?

Admiral PARKS. All the information I have indicates that less useful work is secured for the $4.40 than was formerly secured for $1.60, and some have placed it as low as 65 per cent. The other thing is the increase in the cost of material. Power plants, of course, are operated out of this appropriation.

The CHAIRMAN. How much of the increase in the cost of labor and material has developed since the hearing in January? The hearing in January was on the basis of $7,000,000. The increase in labor, and so forth, has not taken place since January, has it?

Admiral PARKS. Yes, sir; twice; I should say 20 per cent since January on the average.

The CHAIRMAN. What about material?

Admiral PARKS. The Fuel Administration has established higher rates for coal for the next year, and I think that was just about the time of the hearing. I do not recall the date very distinctly.

Mr. BROWNING. The Coal Administration has reduced or is going to reduce the price of soft coal to manufacturers; that is, the paper says so.

Admiral PARKS. But it is going to limit it to the amount required for Government work. The coal is going to be allotted in that way.

The CHAIRMAN. You say that next year coal will cost more than last year?

Admiral PARKS. Yes, sir; besides being a much larger quantity.

The CHAIRMAN. On account of the continued larger activities in camp building, storage, labor, and material——

Admiral PARKS (interposing). And we hope on account of being ready earlier for the laying of the keels in these yards which are now being prepared.

The CHAIRMAN. You can not take any part of that as authorization, because it is not beyond the year?

Admiral PARKS. No, sir.

The CHAIRMAN. The next item is amendment No. 77. The Senate strikes out the limitation that this committee recommended and the House adopted limiting the purchase of automobiles. In your former hearing you stated upon two occasions in reply to my questions that limiting the purchase to practically the Ford machine, the $500 machine, and distributing the higher-powered machines that we now have on hand would not interfere with the efficiency and the usefulness of the service. Is that still your opinion?

Admiral PARKS. I do not recall that I made it quite as strong as that.

Mr. BROWNING. The Chairman asked you twice.

Admiral PARKS. Yes; I think the record probably shows it, but I think I had in my mind that the present work could go on, but I do not think I quite had it in mind that it would not interfere.

The CHAIRMAN. I want to be very frank with you, Admiral, and I can say so, because it is not under your administration, and all of it occurred prior to your coming in, but I do think they have been purchasing too many machines at from $2,500 to $4,000 in the Navy when cheaper machines could be used for official purposes. All of it is limited to official purposes. We have 100 or more machines, if I remember offhand, that have cost above $2,000.

Mr. BROWNING. They have a lot of Packards.

The CHAIRMAN. I know they have, and others that cost between $3,000 and $4,000.

Mr. BROWNING. Yes, sir.

The CHAIRMAN. We do not want to cripple the service, we do not want to injure the efficiency and expeditious prosecution of the work, but we do feel that they have been spending too much money on machines costing from $2,500 to $4,000 when cheaper machines would serve all useful purposes. That is what we want to get at.

Admiral PARKS. I think the bureau believes exactly the thing you have stated, that the lower-priced machines will be sufficient for the purpose, but I do not think the bureau is prepared to say that Fords are the only cars that should be purchased. Perhaps 90 per cent of the cars should be Fords, but there are cases in which I have felt that I should recommend Oldsmobiles, and have done so.

The CHAIRMAN. The question that I asked you upon two occasions very specifically was whether with the large number of high-powered

machines that we have now in use at the various yards, if they could not be distributed to that class of work requiring a machine of that kind and the additional machines be of a lower cost?

Admiral PARKS. I think that is true, that it could be done, but it is with a great deal of difficulty that I am accomplishing anything of that kind. There are two Packards at Philadelphia and there are two commandants there who are prepared to show me very clearly that a spare Packard is necessary at Philadelphia in order that neither commandant may be restricted in the performance of necessary duty.

Mr. BUTLER. Have you any idea, Admiral, what the duty is that requires the use of a Packard?

Admiral PARKS. I have not.

The CHAIRMAN. I asked you on a former occasion what were the uses necessitating these high-powered machines and you spoke of the more costly machines being the high-powered machines and you gave an illustration of the specific work they were to do, prominent in which was at the air stations, going out and looking after either the flying machines or the balloons, the air service, where you would need high-powered machines with great power and rapid motion, but around the yards for official purposes the committee could not see why a seven-passenger machine was required or why it had to be an expensive machine, if it was limited to official use and not for social use. That is what we want to get at. We do not want to do what is wrong, we do not want to cripple the service, but we should like to have a suggestion that will remedy what we think has been in the past an unnecessary expenditure of money for costly machines.

Admiral PARKS. I am still of the opinion that an air station is the only one which has duty that requires the greatest efficiency of the machine attached. Now, with that in view, Owen Magnetic machines were furnished some of the stations at a very much higher price than Cadillacs could have been purchased for, and I believe the Cadillac would have been a better machine for the purpose, but at the time the Owen Magnetic machines were furnished that was not very well understood, for the particular reason that the Owen Magnetic is not of a drive similar to other cars at the air stations and one individual can not be picked out to operate the car at all times. The car must be operated at different times by different people. For that reason the ordinary drive would be better.

The CHAIRMAN. In other words, you need somewhat of a standardized machine?

Admiral PARKS. I think that is much better.

Mr. BUTLER. You say, Admiral, that you find difficulty in making a distribution of these expensive machines. You have given us one instance. Have you others to give us?

Admiral PARKS. I have one at Boston which I think I referred to at the earlier hearing.

Mr. BUTLER. In the distribution which the chairman has spoken about, it seemed to be in the mind of the committee when this provision was put in the bill that you would have to take the machines from one station and, of course, send them to another station. At Philadelphia they want two Packards. I can not understand why they have two commandants there.

The CHAIRMAN. One of the station and one of the yard. The commandant of the yard has the management, and then there is the commandant of the naval district.

Mr. BUTLER. The commandant of the district and the commandant of the yard?

The CHAIRMAN. Yes, sir.

Suppose in adjustment with the Senate it should be written in that the limitation should apply to cars for the general service, and that only high-powered cars should be purchased for the particular service where there is a requirement for high-powered cars, would that accomplish anything practically, or would it be better to say that they should be limited to the air service?

Admiral PARKS. I do not like to see it limited to the air service, because there have been occasions when I believed that something better than a Ford was necessary. One was with Admiral Earle last week for the Munhall district, which was gone into very carefully and the Assistant Secretary agreed with Admiral Earle that an Oldsmobile should be furnished for the service.

The CHAIRMAN. What does an Oldsmobile cost?

Admiral PARKS. $1,398 is the present contract price.

Mr. BROWNING. Would it not be better to say 80 per cent of them? The admiral says that 80 per cent of them could be cheap cars.

Admiral PARKS. I think possibly more than that.

Mr. BROWNING. How many would you say?

Admiral PARKS. I should say that 80 per cent would be very good.

The CHAIRMAN. The admiral mentioned a while ago 90 per cent; that was simply a generalization. Would a limitation of not exceeding 10 per cent of the higher priced cars meet the needs?

Admiral PARKS. I think it would.

Mr. BUTLER. The number of cars is not limited is it?

Admiral PARKS. Yes, sir; to 75.

The CHAIRMAN. The estimates were much higher than 75.

Admiral PARKS. Yes, sir; 150.

The CHAIRMAN. Upon that part of the limitation that is stricken out with the other, what have you to say, would the limitation to 75 impair the service?

Admiral PARKS. I believe it would.

Mr. RIORDAN. If the number was raised to 100, not more than 10 per cent be high-powered cars, it would meet the present necessary demand of the Navy?

Admiral PARKS. I think it would; I think 100 would.

The CHAIRMAN. That was discussed in the committee, as well as the 75. We took the 75.

Mr. BUTLER. What should be the limit on the maximum price?

Admiral PARKS. I think the National is a pretty good car.

Mr. BUTLER. What is the price?

Admiral PARKS. $2,100. With the possibility of an increase of price and reduced production, I think that possibly $2,000 would be a reasonable limit to use.

The CHAIRMAN. $2,000 on the 10 per cent, the others limited to cars not to exceed $500.

Mr. RIORDAN. You think if the limitation was raised from 75 to 100, 90 per cent of which were to cost not over $500, and 10 per cent

to cost not more than $2,000, it would be a reasonable cure for the present condition?

Admiral PARKS. I think that would be very reasonable for next year.

The CHAIRMAN. We now come to Senate amendment No. 78. That is a new item. "Temporary storage, $1,000,000." What is that for, Admiral?

Admiral PARKS. About $120,000 is apparently necessary to take care of these mines which were referred to yesterday, for the reason that they can not be shipped as fast as the plan calls for, although they can be manufactured as fast.

Mr. BROWNING. What did you say that was?

Admiral PARKS. $120,000 is the estimate for that. That is a plan considered by the Bureau of Ordnance and the Bureau of Supplies and Accounts last week, and is the first item which I have received any word about which would come out of this appropriation. I have asked questions enough to believe we will have to provide that storage. I can not tell what the other things will be, but it has been necessary during the past year to expend $1,500,000 for temporary storage, and that was done out of the deficiency authorization or appropriation.

Mr. RIORDAN. Where was the money spent mostly, do you know?

Admiral PARKS. I have not a list of the items with me.

| | Allotments. |
|---|---|
| Vice Admiral Sims, temporary storage shed | $50,000.00 |
| Cavite: | |
| Storage facilities— | |
| Paints and oils | 25,000.00 |
| Sheet metal | 7,000.00 |
| Cork | 2,000.00 |
| Charleston: | |
| Temporary storehouse | 18,000.00 |
| Do | 20,500.00 |
| Hampton Roads: | |
| Temporary timber storehouse | 100,000.00 |
| Mine storage | 160,000.00 |
| Key West, concrete storage shed | 5,500.00 |
| Mare Island: | |
| Radio material shed | 10,000.00 |
| Buildings for stores for destroyers | 4,500.00 |
| Do | 42,000.00 |
| New Orleans: | |
| Temporary storehouse—Supply department | 14,000.00 |
| Temporary building for gun storage | 5,000.00 |
| St. Juliens Creek, mine storage shed | 30,000.00 |
| New York: | |
| Railroad, Thirty-fifth Street Pier, Brooklyn | 9,600.00 |
| Fire extinguishers, building Thirty-fifth Street Pier, Brooklyn | 630.00 |
| 3 storage sheds | 118,239.31 |
| 2 storage buildings, Thirty-fifth Street Pier, Brooklyn | 545,163.75 |
| Galvanized sheet iron, engine house, Thirty-fifth Street Pier, Brooklyn | 403.20 |
| Automatic sprinkler system, provision and clothing building | 62,014.00 |
| Philadelphia: | |
| Building for stowage of Navy base hospitals 2 and 3 | 7,000.00 |
| Lighting and sewer systems, temporary storehouse for advance base material | 3,000.00 |
| Temporary storage building for United States Marine Corps | 29,500.00 |
| Building for storage of large jigs | 1,996.00 |
| 4 timber structures for storage purposes | 49,513.00 |
| Addition to building 141 | |

| | Allotment. |
|---|---|
| Philadelphia—Continued. | |
| Building materials for construction of storehouse building 48 | $3,440.00 |
| Extension present temporary storehouse | 60,000.00 |
| Materials to pave approach temporary storehouse for Marine Corps | 1,200.00 |
| Partitions and toilet room, building A | 2,500.00 |
| Partitions temporary storehouse, Marine Corps | 1,000.00 |
| Materials for railroad-track connections | 5,000.00 |
| Portsmouth: | |
| Temporary storage facilities | 8,000.00 |
| Corrugated lean-to building 118 | 4,200.00 |
| Corrugated-iron buildings and railroad-track extension | 32,200.00 |
| Puget Sound: | |
| Storage building | 28,000.00 |
| Temporary building for testing torpedo tubes | 10,000.00 |
| Temporary steel storage | 3,000.00 |
| Pensacola, clothing storehouse | 10,000.00 |
| Total | 1,489,099.26 |
| Appropriated | 1,500,000.00 |
| Allotted | 1,489,099.26 |
| Balance unallotted | 10,900.74 |

Mr. RIORDAN. A great deal of it was spent in Brooklyn for temporary storage, which has been done away with on account of the building of the new storehouse?

Admiral PARKS. That is still to be used. I should say that most of it was in South Brooklyn.

The CHAIRMAN. Having spent $1,500,000 last year to erect temporary storage, what is going to demand $1,000,000 additional the coming year, there having come in in the meantime a permanent storage building in New York?

Admiral PARKS. I am told almost every week that the one in New York is not anywhere near large enough to take care of 425,000 men.

The CHAIRMAN. I understand that, but you spent $1,500,000 to provide temporary storage last year, and we should like to have you tell us where this $1,000,000 is needed for next year. If you have to have it, why, we want to give it, but having spent $1,500,000 for temporary storage last year, and having brought in this large permanent storage there, why will you need a million dollars this year? Have you any definite plans or purposes for it, or is it just simply an emergency appropriation that you are providing to have available if it should develop that you need it?

Admiral PARKS. That is exactly the case, to have something available, instead of calling on some, perhaps, less available fund.

The CHAIRMAN. In other words, you have not then any specific objects in mind that will require this $1,000,000 over the $120,000?

Admiral PARKS. No; I had none at the time I made the request for the amendment.

Mr. BUTLER. Did not Admiral Earle yesterday speak to us of the appropriation of $3,000,000?

The CHAIRMAN. $440,000 for seven storehouses for the storage of nonexplosive ordnance stores. This other, as I understand it, is not for ordnance. This does not have in mind ordnance?

Admiral PARKS. Not necessarily.

The CHAIRMAN. It is for equipment, supplies, stores, and things of that kind, if I understand it.

Mr. BUTLER. Did not Admiral Parks just tell us that $120,000 was to cover the needs of Admiral Earle?

The CHAIRMAN. Yes.

Mr. BUTLER. Then, the amount could be reduced that much?

The CHAIRMAN. This is temporary and the other is permanent. This is to provide temporary storage until they can get the permanent storage.

Mr. BROWNING. It strikes me that if this item were cut in two it would provide all the money necessary?

Admiral PARKS. That is possible. There was one case in Boston where $100,000 was estimated. I had no appropriation for that $100,000, but by means of a little persuasion induced the Army to let us have space in the project that they are erecting at South Boston. I would have probably used just as much effort if I had this appropriation.

The CHAIRMAN. But you would not have had the same force of argument?

Admiral PARKS. No, sir; not the same force of argument. When we get the Army to provide something for us we are fairly satisfied.

Mr. BROWNING. I do not see that it makes much difference; it is just taking the money out of one pocket and putting it into the other pocket?

Admiral PARKS. Yes, sir; it is still a Government expenditure.

Mr. BROWNING. That and the $100,000 make $220,000?

The CHAIRMAN. The $120,000 he has accomplished, as I understand it.

Admiral PARKS. No; we have not. I am waiting to find out whether I can charge it to this appropriation.

The CHAIRMAN. I understood that they were letting you have it.

Admiral PARKS. That is $100,000 storage at Boston.

The CHAIRMAN. Yes; that is what I referred to. You do not need $100,000 for that?

Admiral PARKS. No; but there is another project in Boston that may be necessary. Ordinarily hemp is brought in at frequent intervals. Now it is brought in about twice a year and a large amount has to be stored.

Mr. BUTLER. Did we not allow you anything in the original bill for storage?

Admiral PARKS. No; we did not ask for it.

Mr. BUTLER. Last year we made a large appropriation?

Admiral PARKS. That was permanent storage. I have asked the supply officer at Boston to find places on Medford Street or other places in the vicinity in which this excess hemp can be stored. He has stored it in that way, but says it is at considerable inconvenience, for the reason that there are several grades of hemp, and it is often more convenient to use an undesirable grade which can be gotten at easily than it is to search out the proper grade when stored in these unsuitable storage buildings. I do not think that it will be necessary for us to put up a temporary hemp storehouse, but the pressure may be very great to have that built. It is not desirable to put up a permanent hemp storehouse of large capacity, for the reason that when the war is over the shipments of hemp will become normal, and the small hemp storage we have now will be sufficient. It is much

better probably to put up temporary storehouses at 75 cents a square foot.

Mr. BROWNING. What would they be built of?

Admiral PARKS. That kind should be built of corrugated iron, but most of the temporary storage is wood.

The CHAIRMAN. I want to call your attention to page 99, Senate amendment No. 166 to the bill as it passed the House providing "improving and equipping navy yards for construction of ships and to meet urgent needs of navy yards, stations, and bases: To enable the Secretary of the Navy to equip the navy yards with suitable and necessary machinery, implements, building ways, and equipment for the construction and repairs to such vessels as have been or may be assigned to navy yards," and the Senate has added "and to meet urgent needs of navy yards, stations, and bases." That is a very broad limitation, and the Senate has increased the appropriation to $10,000,000. Under the language "and to meet urgent needs of navy yards, stations, and bases," would not that lump sum appropriation be available for everything that would arise so far as temporary storage is con erned?

Admiral PARKS. I think it would. I think that wording would cover most everything.

The CHAIRMAN. That is what I thought.

Admiral PARKS. I have known some things about the words "and bases."

The CHAIRMAN. Where it says "and to meet urgent needs of navy yards, stations, and bases," giving the lump sum appropriation, it covers everything and would take care of any little matter that you might have along the lines indicated in your statement a while ago about needing $120,000?

Admiral PARKS. Of course, the $4,000,000 originally was based upon the bureau's idea that $2,000,000 additional would be authorized in the deficiency bill.

The CHAIRMAN. We now come to the navy yard at Boston, Mass., amendment No. 79, "water front improvements, $400,000." Were those estimated for heretofore—I mean in the regular estimates?

Admiral PARKS. They were not.

The CHAIRMAN. Was there any supplemental estimate submitted?

Admiral PARKS. Not to the House. The first knowledge of the water-front improvements was about the 1st of May when a delegation from the yard brought down a plan showing an entire reconstruction of the water front, and I went into the matter with them and thought that in time of war it was a poor idea to destroy anything we have now, but that extensions could be made to four piers without destroying anything, and give the additional berthing space that was considered necessary. This is a matter that depends upon the pier head line. For 20 years we have been using the pier head line established at that time, and several commissions of Massachusetts and the Army engineers have now agreed to permit a pier head line outside of the one we have had for the last 20 years.

The CHAIRMAN. That is enlarging the inside space.

Admiral PARKS. So that the piers can be extended. Immediately, I think, Senator Lodge introduced or gave notice that he was introducing an amendment for this water-front improvement. Prior to that he had introduced an amendment for the machine-shop improve-

ments and on the 6th of May the Secretary wrote a letter to the chairman of the Committee on Naval Affairs of the Senate suggesting "water-front improvements, $400,000, and machine shop and foundry, $900,000."

The CHAIRMAN. Let us leave out for the present the machine-shop improvement and confine ourselves to the water-front improvements. You stated a while ago that the delegation came down suggesting the entire reconstruction of the water front there——

Mr. RIORDAN (interposing). I think I can give you some light on the subject.

The CHAIRMAN. Just a monent. Suggesting the entire reconstruction of the water-front situation, which would involve a destruction of what we had, which did not meet your approval, as you did not think we should destroy in war time what we had, but that there should be extensions. Suppose we make these extensions, will there later come a renewal of the suggestion for the entire reconstruction of the water-front situation that will involve a larger destruction?

Mr. RIORDAN. When the delegation came to see Admiral Parks, there was a namesake of mine, Mr. O'Riordan or Riordan, in the delegation, who is no relation of mine, but I know him on account of the similarity of names. It seems that the Secretary was in Boston at the launching of some ship and made quite a speech about the needs, necessities, and desires of the Navy. They had a lot of newspaper clippings—I do not know whether you saw them, Admiral—the Boston papers devoted pages to it, and this committee of citizenship got together hoping to help out their city. I think there were four or five propositions, I do not remember very well what they were, but one was the establishment of practically another navy yard on the Mystic River.

The CHAIRMAN. That was at Squantum, about five or six miles away?

Admiral PARKS. That is another thing.

Mr. RIORDAN. All of this proposition was caused by the speech of the Secretary of the Navy at the launching of a merchant ship. I saw the delegation—not purposely, I met them accidentally about my hotel—and several of them told me their purpose. I think they told me that they were going to see Admiral Parks the next morning, if I remember aright, which, I think, was on their arrival. I think that whole matter has been predicated upon the speech of the Secretary of the Navy.

The CHAIRMAN. Perhaps.

Admiral PARKS. That is not the delegation to which I have referred. That is another one. The one to which I referred was a delegation of naval officers.

The CHAIRMAN. I should like to have an answer to the question which I asked you, Admiral.

Admiral PARKS. As now understood, there will be no further destruction on the site of the piers that are now to be lengthened.

The CHAIRMAN. In other words, suppose a plan should come here as to reconstruction or enlargement or further development; would it involve or necessitate any destruction of what is going on on account of the enlarged pier line limits?

Admiral PARKS. It would not cause the destruction of any portion of the work now proposed, for the reason that the piers to be improved

lie between the ship launching ways and Dry Dock No. 2. The pier alongside the launching ways can not be moved; it is fixed on account of the launching ways, and the dry dock naturally fixes the other end. I was unwilling to approve any plan for extending the piers to the eastward of the ship ways, because those piers are not sufficiently good to extend.

They are in rather poor direction and were perfectly good at the time we had 20 feet of water for the draft of our ships, but they are not good for the deep-draft ships of to-day. Later I expect the piers in that part of the yard to be taken out and rebuilt; but they are worth something, worth a good deal for the present war period, and I would not interfere with them during the war.

The CHAIRMAN. So that the plan of reconstruction did not, or would not, involve the tearing away of this improvement, but of old improvements that were predicated upon a smaller ship condition?

Admiral PARKS. That is the state of affairs.

Mr. BROWNING. What would have been the expense if they wanted to tear all these slips out?

Admiral PARKS. I did not keep the figures separately in mind, but the whole project was $7,000,000.

Mr. BROWNING. They seem to think that all we have got to do is to pick the money off of plum trees.

Admiral PARKS. I have heard something of that kind. For instance, they have the old ordnance building for a central office building now, with a storehouse on the next block. They would tear out that storehouse, and put in a 10 or 11 story office building on that site. There are other matters of that kind, and the whole scheme is based on the fact that operations considered a certain percentage of over-seas transportation should be placed in Boston Harbor, but local officers thought it could not be done without this $7,000,000 expenditure.

Mr. BROWNING. I for one am very glad you disapprove of any such recommendation. It is ridiculous.

The CHAIRMAN. I will ask the admiral what is the necessity for this water-front improvement at this time?

Admiral PARKS. To make it possible to handle more of the over-seas business through the port of Boston.

The CHAIRMAN. In other words, does the designation of a larger share of the over-seas shipping at the port of Boston make it necessary that these piers should be lengthened and extended?

Admiral PARKS. I firmly believe that it does.

The CHAIRMAN. So that there is a present necessity for the enlargement and extension of these piers to meet the ship distributions made and caused by war conditions?

Admiral PARKS. I believe that is the case.

Mr. BUTLER. Is the admiral still speaking of amendment No. 79, water-front improvement?

The CHAIRMAN. Yes, sir.

Mr. BUTLER. If you make this improvement there at this time, you will take men, of course, from other industries, will you not?

Admiral PARKS. I think we will.

Mr. BUTLER. But is it not possible for us to go along through this war without making this improvement; can we not go along without it?

Admiral PARKS. I do not believe that we can. I believe that this thing is necessary. This is called water-front improvement. It is the extension of some piers, but it is also the strengthening of the piers in order that the cranes may be handled on them for the transfer of material, and while I do not think that the lengthening of the piers is the most important thing to be done I believe that we can not overestimate the importance of getting that crane service out on the piers.

Mr. BUTLER. Are there not other industries more important for winning the war than this you speak of?

Admiral PARKS. If I could present the condition of New York Harbor to you I believe I would show to you the absolute necessity of diverting as much to other ports as possible. It is something fierce, and every effort is being made to accomplish this transfer.

The CHAIRMAN. Now, you were speaking of the phraseology, "water-front improvement," and you spoke of it being an extension and strengthening of piers, etc., for crane work. Should the language be changed?

Admiral PARKS. No; I think that is perfectly appropriate language.

The CHAIRMAN. It could be used for other water-front improvements if needed, and still come back for the other, could it not?

Admiral PARKS. It could be.

The CHAIRMAN. What will be the full cost? Is this the full cost of what is contemplated?

Admiral PARKS. That is the full cost.

The CHAIRMAN. And this is not to start the enterprise and then have a continuing amount. This will complete the water-front improvement that is contemplated by this appropriation?

Admiral PARKS. It will complete it if we are not interfered with. But the granite business is poor at present and every effort is being made to induce the bureau to use granite construction for piers in the harbor of Boston, and while granite piers may be very nice they take much more time than the other forms of construction, and I do not think that they are to be considered for a minute in this war condition, and if we are not forced to use granite on these piers the water-front improvement given here will be completed quickly and within the appropriation.

The CHAIRMAN. That contemplates concrete?

Admiral PARKS. Concrete and timber.

The CHAIRMAN. Would that be as permanent and as lasting as the other?

Admiral PARKS. I do not think it would be anywhere nearly as permanent as the granite, but 20 years ago we built a wall at the Norfolk Navy Yard when we had 25 feet of water in the channel. We have had to tear out the whole of those walls now, with 35 feet of water, and we have 35 feet of water at Boston at the present time. If we put these granite walls down at 35 feet, we are liable to come over next year and have 40 feet, and the wall will be out of place. It is not a suitable thing.

The CHAIRMAN. The next item is "Machine shop and foundry, $900,000." That was not estimated for originally and came down in the supplemental estimates and the Secretary told us about that, what it contemplated, and what the necessity for it is.

Admiral PARKS. The machine group at the Boston Navy Yard is a granite trimmed group of brick buildings of a monumental character at the time of erection. It consists of a quadrangle with an old power plant in the middle of the quadrangle, a foundry in the southeast corner, a copper shop in the easterly side, pattern shops on the northerly side, and machine shops in the rest of the quadrangle. We rebuilt the southwest corner about 1902 and 1903 by tearing off the roof and installing galleries suitable for machine installation, cranes, and steel-truss supported roof. We also improved the main part on the southerly side between this reconstructed shop and the foundry. Some years ago the local officers requested an appropriation for a large addition to their machine shop facilities, which I understand the department did not favor, but the yard has purchased a lot of tools to be placed in that building for which no appropriation was made. I think there is said to be a half million dollars' worth of tools. Now the present machine shop is crowded with tools to such an extent that there is insufficient room around the tools for properly handling the work, and they need additional space for the tools that are installed and for these tools that have been purchased and not installed. The foundry during the present war is inadequate and the yard has been authorized to transfer the coppersmith work to building 106 and add the space thus vacated to the foundry. The proposition as introduced by Senator Lodge was for the reconstruction of certain sections of building 42 and the roofing over of the area in the center, without any intention of getting the foundry outside of that group. From my point of view the foundry is very improperly in a machine shop building to-day. It should be gotten out of the machin shop building and that space should be reconstructed like the southwest corner was 20 years ago, and made into a machine shop.

The CHAIRMAN. Then if you should build a foundry building and reconstruct this present building where it is now used as a foundry and add it to the machine shop facilities, would that relieve the congestion?

Admiral PARKS. The congestion would be wholly relieved if we could move the foundry to another place and convert the whole of that group for machine shop use.

The CHAIRMAN. The new building then will be limited to a foundry?

Admiral PARKS. To a foundry wholly.

The CHAIRMAN. What is that estimated to cost out of this $900,000?

Admiral PARKS. $180,000.

The CHAIRMAN. For the building?

Admiral PARKS. Yes.

The CHAIRMAN. What is the other $720,000 for?

Admiral PARKS. That is for tearing out all of the wood roof construction and removing the walls in the east and west sides around the court and inclosing the whole space in steel construction with crane runways and things that are necessary to operate a machine shop.

The CHAIRMAN. What is that court space that would be inclosed and covered and be reconstructed by this $720,000?

Admiral PARKS. I think it is 200 by 125 feet between the high buildings.

The CHAIRMAN. What would be the area of the new foundry that would cost you $180,000?

Admiral PARKS. The new foundry building would probably be about 200 by 330, on the site of the old chain shop, but the present plans are not spread out to that extent and include gallery storage for flasks and that kind of thing, which I believe ought to be on the ground, and I would hope if we carry that thing out to plan the foundry in such a way as to get all of the material on the ground instead of in galleries.

The CHAIRMAN. That would be at least 200 by 330 feet?

Admiral PARKS. I think that would be about the size of it.

The CHAIRMAN. That cost $180,000. Then the space between these other buildings is 200 by 125?

Admiral PARKS. Yes.

The CHAIRMAN. And two sides of the wall; you have got the two ends. Why does that cost $720,000 as against $180,000 for the other one?

Mr. BUTLER. And that had four sides and a roof.

Admiral PARKS. Because this is principally high steel construction with heavy cranes. The principal part of that cost is the crane supports.

The CHAIRMAN. Does the $900,000 include the crane supports and trackage, and does it include the cranes also?

Admiral PARKS. It does; it includes everything that is necessary, including the tearing out of the old material and placing of new material.

The CHAIRMAN. Does it fit it up for operation?

Admiral PARKS. It fits it up completely.

The CHAIRMAN. And with the tools?

Admiral PARKS. Not with the tools; the tools are already purchased.

The CHAIRMAN. I am talking about the crane and the crane trolley and the crane supports.

Admiral PARKS. The crane and crane tracks.

The CHAIRMAN. And everything of that kind ready to operate. In other words, there would not be supplemental estimates for additional appropriations to put in cranes or to make the building fit for operation after the expenditure of this amount?

Admiral PARKS. I do not think there would be, because I believe I can get a contract entered into early enough to avoid future changes in cost; but that is the thing that has to be kept in mind all along.

The CHAIRMAN. As to the activities of that yard since the war and immediately preceding the war, have they been enlarged?

Admiral PARKS. They have been enlarged.

The CHAIRMAN. To what extent?

Admiral PARKS. I have not the figures.

The CHAIRMAN. I do not mean in exact figures, but a general estimate of about how much more activity is going on there than before. One thing I know myself, that we authorized the building of shipways there for the construction of a ship of about 12,000 or 15,000 tons displacment. One of them was built there. Are they still building others there?

Admiral PARKS. I do not know whether they have any ship or not at the present time. I did not go all over the yard when I visited it. But one part of it I did see was tremendously crowded, and that is the chain shop.

Mr. BROWNING. Have they not increased that?

Admiral PARKS. That is very much increased.

Mr. BROWNING. Has not the rope walk been increased also?

Admiral PARKS. I do not know whether that has been materially increased or not.

The CHAIRMAN. You stated a while ago that the idea would be to place this foundry on the site of the old chain shop. You do not mean the present chain shop?

Admiral PARKS. The present one is the old construction and repair forge shop. The other one is now being used for a laying-out floor for the ships, and my foundry proposition can not go through at the present time because it is necessary first to get an addition to the ship-fitting shop that will take care of the work now in the old chain shop.

The CHAIRMAN. You say your foundry project can not go through. If this project that is proposed here of $300,000 goes through, is that not necessary for all purposes?

Admiral PARKS. Yes, sir; but I mean that I want this foundry on a particular site, and the site is not yet available, for the reason that we have not been able to submit an estimate for that addition to the ship-fitting shop, which we would like to submit and probably will at the time of the next bill. So the money contained here for the foundry would lie dormant until after the action on the next naval bill.

The CHAIRMAN. Then there is not any use of appropriating it now.

Admiral PARKS. An authorization we would like, but I do not think it is necessary to appropriate it now.

The CHAIRMAN. That is what I wanted to get at. If you can not use it now I was going to ask you if you could not put it where it ought to be, would you put it where it should not be, whether that was the expectation?

Admiral PARKS. I do not want to do that.

The CHAIRMAN. In other words, if this money is appropriated now, you say it will lie dormant and will not be used until after the next naval appropriation bill, in which you expect to submit other estimates for the changing of this ship-fitting shop. If you take out the foundry, what about the machine shop?

Admiral PARKS. That can go ahead.

The CHAIRMAN. The machine-shop proposition?

Admiral PARKS. Not all of it, but most of it.

The CHAIRMAN. How much of it? If you have an authorization for the improvement of the machine shop and foundry, as you have suggested in your hearings here, and put a limit of cost of $720,000, how much appropriation would you need out of this bill?

Admiral PARKS. About $110,000 would appear to be the cost to-day, based upon the cost of building the southwest wing, for that part we can not get into until we take care of the foundry.

The CHAIRMAN. And the foundry you can not take care of at the present time?

Admiral PARKS. Not at the present time.

Mr. BROWNING. And you ask for an authorization?

Admiral PARKS. An authorization.

The CHAIRMAN. Then, you would want an authorization limited to $720,000 and $110,000 appropriation?

Admiral PARKS. No; the $110,000 is the part I can not use. That is the part that is going into the present foundry space.

The CHAIRMAN. Then, you would want $610,000 appropriation and $110,000 authorized?

Admiral PARKS. On the machine shop.

The CHAIRMAN. And for the foundry matter, how much?

Admiral PARKS. $180,000 authorization.

The CHAIRMAN. But that would be held up for the present; you could not use that. What is the use of making an authorization for that until you submit the two together?

Admiral PARKS. Well, there might not be much in it, because this foundry proposition depends wholly upon your action with reference to the other.

The CHAIRMAN. And if you do not get the other you have got no place suitable to put this at the present time?

Admiral PARKS. We have not the most suitable place. Of course there is a place at the yard that people consider suitable, but it is on a site that for 20 years I have hoped would be reserved for a future dock, if such a dock is ever necessary.

The CHAIRMAN. But according to the plans laid out for the foundry it is not the proper place, and the proper place for the foundry is dependent upon the recommendation with reference to the shop?

Admiral PARKS. The ship-fitting shop.

The CHAIRMAN. At the next session of Congress?

Admiral PARKS. Yes, sir.

Mr. BROWNING. I would like to go back a moment to this item of water-front improvement. I understood the Admiral to say he did not think the concrete construction was as good as the granite.

Admiral PARKS. Not as permanent.

Mr. BROWNING. The reason I want to go back to this is this fact, that I notice that the Pennsylvania Railroad in building their new bridges; for instance, the two bridges across the Bush River and also the Gunpowder, where they had had granite construction, there the entirely new construction was concrete, and I have always understood that concrete construction was just as permanent as granite. What have you found in your concrete construction to make you believe it is not as good as granite? Does the salt water have an effect on it, or does it crumble, or what?

Admiral PARKS. The salt water does have an effect upon it. There has been a great deal of publication in the engineering magazines, and last year, I think, the Bureau of Standards and some others made an examination of concrete in salt water from the east Canadian coast all the way around to the west Canadian coast and found a large amount of concrete in bad shape between high and low water. And one of our most prominent examples is the No. 1 pier at the Boston Navy Yard. Perhaps you recall the pier at the western end of the navy yard on which the coaling plant is located—a pier built on concrete arches. That pier was begun about 1900, at a time when engineers thought the proper way to mix concrete was to have it of the consistency of brown sugar, so that a reasonable amount of tamping would cause a film of water to appear on the surface. Several arches of that pier were built under a specification of that kind, under two engineers, and I happened to go there in time to build the last four arches and did a thing which probably was reprehensible;

but I had a contractor who was willing to do what I wanted, as I certified the vouchers, and I did not follow the specification in the preparation of that concrete. Those arches are very good to-day. If they had been built with that brown-sugar consistency of concrete they would have been like the rest of them. But I had a theory that a mass of concrete placed in salt water, if not full of water when you placed it in the salt water, would take salt water into the mass, and that salt water would be separated from its salt, and the water used for crystallization and the salt deposited in the mass. So I had that concrete thoroughly filled with fresh water before it was dropped into the salt water, and that theory appears to have worked out very satisfactorily.

The CHAIRMAN. In other words, the fresh water excluded the salt water?

Admiral PARKS. And was sufficient for crystallization.

Mr. BROWNING. Will the concrete you mix to-day be as permanent as granite?

Admiral PARKS. Not necessarily.

Mr. BROWNING. How long would a concrete wharf for these pierheads last? No doubt granite would last forever.

Admiral PARKS. We do not know how long they will last. It is possible that some of them will last for thousands of years, but our principal trouble is that we have too short a time test on our cement. We can not afford to take long-time tests on cement, and all work is done on a basis of a 28-day test. A 28-day test may be sufficient, but it is not enough to give you full knowledge of what that cement is going to do six months from that time, a year from that time, or two years from that time. We have made some few experiments on long-time tests on cement, but you can not afford to hold cement. The result is that nearly all work is done on a 28-day test, and cement is not a uniform product.

Mr. BROWNING. The fresh water does not have the same effect on the cement?

Admiral PARKS. Unless it is porous concrete, into which the water percolates and freezes.

Mr. BROWNING. It seems to me rather ridiculous if your concrete piers are not going to last to attempt to build them of concrete.

Admiral PARKS. They will last as long as we want them, I believe.

Mr. BROWNING. If that is the case, that is all there is to it.

Admiral PARKS. I will say most of them now are put in with concrete piles that are cast on shore and allowed to season. They are thoroughly set before they are put in water, and those resist the action of the salt water very well. It is the concrete deposited in salt water before it sets that gives trouble.

The CHAIRMAN. The next item is navy yard, New York, Senate amendment 80, increasing from $650,000 to $750,000 for water-front improvements. If I remember, the committee gave the amount that was estimated for water-front improvement there.

Admiral PARKS. That is a matter which has been under discussion during the last four months, anyway. It pertains particularly to fitting out cranes for the shipbuilding part of the yard, and I believe that the plan now adopted is exactly the same that we had in mind when we were up before the committee. There has been vacillation, but I think it is exactly the same now. The only thing is the

price of wages have gone up and it is not believed that we can get the work done at the price we believed at the time of the committee hearing.

The CHAIRMAN. So that the project is the same, but the cost of labor and material necessitates larger expenditures?

Admiral PARKS. Labor, almost entirely.

The CHAIRMAN. The next one is Senate amendment 81, central power plant improvement. Where we appropriated $200,000 the Senate appropriated $500,000. What about that?

Admiral PARKS. I think that is almost wholly due to the fact that we are trying to build 1,000 merchant ships this year. The prices of boilers have gone way up in the air.

The CHAIRMAN. Trying to build how many?

Admiral PARKS. A thousand merchant ships, I believe.

The CHAIRMAN. At this place?

Admiral PARKS. No; in the country. The country has swamped the boiler works.

The CHAIRMAN. You mean that the boilers that you estimated would cost you $200,000 are going to cost $500,000 now?

Admiral PARKS. That is our estimate now.

Mr. RIORDAN. I heard somebody say not long ago that boilers had increased two and a half times, and that would be exactly it.

Admiral PARKS. That is the indication of our bids now, and the worst of it is that we can not get a large number of bids and we can not get a short-time promise from anybody.

The CHAIRMAN. So that this central power plant improvement is what was intended to cost $200,000, and it is to cost $500,000 on account of the cost of the boilers and the machinery that go into that?

Admiral PARKS. Practically all boiler cost.

The CHAIRMAN. Is it necessary to have that increase at this time, or could you do without it?

Admiral PARKS. The industrial manager up there urged it most strongly when I visited the yard a little while ago. He said it would be necessary to shut down some of the works or not heat the place this next winter unless they get this boiler plant in time. I can not get it in before the 1st of January now, but I hope we will have it there shortly after the 1st of January.

The CHAIRMAN. It is regarded, then, as an absolute necessity.

Admiral PARKS. That is a necessity.

The CHAIRMAN. The next item is on page 58, Senate amendment 83, cranes for buildings at the navy yard, Washington, D. C., $375,000.

Admiral PARKS. The deficiency act of October 6 provided $5,000,000 for the work of increasing the plant, and was considered sufficient for all the work contemplated, but with the increasing rates of pay it has been found that the $5,000,000 will not cover everything, and as we had an item of cranes amounting to $375,000 I considered it better to ask for that item rather than create a deficiency and secure that amount of money in a deficiency bill. It is a sufficiently definite item to be properly appropriated for by itself.

The CHAIRMAN. In other words, it was contemplated in a lump-sum appropriation of $5,000,000, you say, in the urgency deficiency bill of October 6?

Admiral PARKS. Yes, sir.

The CHAIRMAN. And you find that that five million is not going to meet your requirements, and this is picked out as an item that was originally in the lump sum and is now being specifically appropriated for?

Admiral PARKS. That was the idea in suggesting it.

The CHAIRMAN. These cranes are for those new buildings that are going up?

Admiral PARKS. For the Washington navy yard; yes.

The CHAIRMAN. It says for buildings. How many buildings and how many cranes?

Admiral PARKS. I can put that in the hearing, but I have not it in mind.

Gun-storage building, one 200-ton crane, one 100-ton crane; steel foundry, one 25-ton crane; gun carriage shop, one 25-ton crane; brass foundry, two 20-ton cranes; boiler shop, one 20-ton crane; forge shop extension, one 25-ton crane; storehouse, one 15-ton crane; machine shop, two 15-ton cranes, six 15-ton cranes; brass foundry, one 15-ton crane; steel foundry extension, one 10-ton crane; new brass foundry, two 5-ton cranes.

Mr. BROWNING. There can not be many cranes at $375,000.

The CHAIRMAN. They would appear to be small.

Admiral PARKS. Some of them are small, of course.

The CHAIRMAN. The central power plant and distributing systems, extensions, $85,000. I think we enlarged that central power plant and distributing system either last year or the year before, did we not?

Admiral PARKS. That distributing system is on account of these new shops that are going up.

The CHAIRMAN. It is to get to these new buildings?

Admiral PARKS. Yes.

The CHAIRMAN. In the act of last year we appropriated for improvements for the central power plant and distributing system, $772,000 for the navy yard, Washington, D. C., That $772,000 will not be sufficient to carry it to these new buildings?

Admiral PARKS. That is the estimate now.

The CHAIRMAN. Is that on account of increased cost of materials and labor?

Admiral PARKS. Materials and labor.

The CHAIRMAN. The next item is one that we went over yesterday.

Admiral PARKS. I had a further note on that.

The CHAIRMAN. All right; please tell us about the seven ordnance houses, Bellevue magazine, $440,000.

Admiral PARKS. That is for the storage of guns and ordnance and other materials for which there is not space in the navy yards or the gun factory at the present time.

Mr. RIORDAN. That is the matter you spoke of yesterday.

The CHAIRMAN. The next item does not come under your department; that is, the Marine Barracks, Quantico, Va. The Senate had a full hearing on that and it is printed. The next item is Senate amendment 86, page 60, Naval Academy buildings and grounds, buildings for seamanship and navigation, and other instruction purposes, $2,500,000.

Admiral PARKS. I think a million dollars is all that needs to be appropriated for that. Two million five hundred thousand dollars to be the total authorization. That building of course calls for granite treatment and it is going to be slow getting the granite.

Mr. BUTLER. There is no doubt about that.

The CHAIRMAN. An appropriation of one million will be sufficient for that. I will say that the Secretary is coming up and I have talked to him on the question of policy and the purpose of having that building. So we will take that up with the Secretary of the Navy. What I wanted to get at was the type of building, etc. About what are the dimensions of the building, Admiral, do you know?

Admiral PARKS. I do not know the dimensions, but I will put them in. We have a model of the proposed building.

The CHAIRMAN. You can just put in a general description.

Seamanship and navigation building is about 256 feet deep by 226 feet wide, covered with domical roof, the top of which is 140 feet above the ground. The ground and mezzanine stories contain class and model rooms for instruction work in the seamanship and navigation departments, and heating and ventilating apparatus for the lecture hall. The main story, which is in the center of the building, runs to the roof and has a large lecture or assembly hall capable of seating, with the small gallery at the back of it, about 3,000 people. At the sides and back there is an attic story which contains rooms intended for special gymnasium work.

Now the next is a garage, $30,000. My idea about it is that $30,000 would build a pretty good house for an individual to live in instead of a garage. How many machines have you got down there?

Admiral PARKS. I think 20 at the present time; 10 auto trucks at the Naval Academy, half of which are used for the commissary department, midshipmen's mess. These trucks have been occupying space in the city of Annapolis, and there is not adequate space for housing the remainder.

The CHAIRMAN. These, then, are trucks used for the transaction of business there, and they are not pleasure vehicles?

Admiral PARKS. No; but I want a garage big enough so that we will not be asked for individual ones at the superintendent's quarters and places of that kind.

The CHAIRMAN. Of course there are some there for official use that are passenger carrying, instead of trucks.

Mr. BUTLER. Does not that amendment 86 properly belong to navigation?

Admiral PARKS. The Secretary himself is coming down to speak on that.

Mr. BUTLER. Very well, sir.

The CHAIRMAN. I stated in the hearing, Mr. Butler, while you were out, that I had been discussing this with the Secretary and that he would discuss the policy of the necessity and purpose of it, and I was only asking as to the mechanical parts of it from the Admiral. What is the size of the garage, and what is its character?

Admiral PARKS. Brick or tile walls with concrete roof supported on posts.

The CHAIRMAN. One story?

Admiral PARKS. One story.

The CHAIRMAN. Is not $30,000 a mighty big estimate for that?

Admiral PARKS. I cut it down from $65,000.

Mr. BUTLER. How many machines is it to hold?

The CHAIRMAN. There are to be 20 trucks, and there are to be one or two passenger-carrying automobiles at the academy, but this is principally for the autos used with reference to the dairy there.

Mr. BUTLER. You were at Quantico the other day. Did you notice that great big garage there holding 15 trucks; a great big, long garage?

The CHAIRMAN. No, sir. It would depend on whether it was brick or wood construction.

Mr. BUTLER. That was wood, covered, as I recall it, with corrugated iron.

The CHAIRMAN. This is to be a permanent structure.

Admiral PARKS. I do not think that would be suitable for the academy.

The CHAIRMAN. It is permanent, because it is for that dairy there where they are furnishing milk for next year to nearly 2,000 midshipmen.

Mr. BUTLER. If you are going to build a permanent garage for 20 trucks and some other machines, you can not do it much under that.

Admiral PARKS. $30,000, I think, is right.

Mr. BROWNING. Did you take into consideration the use of these concrete bricks?

Admiral PARKS. I have not lately.

Mr. BROWNING. I have noticed several of them that make a fine appearance, and, as far as I have seen, they have worn splendidly.

Admiral PARKS. Whenever we have tried it we have found great difficulty in getting deliveries.

Mr. BROWNING. We do not seem to have much trouble in getting delivery up our way.

Admiral PARKS. Tile is a thing we can get very quickly and that, I think, makes just as good an appearance.

The CHAIRMAN. I would be glad if you would put in the hearing a description of the size, etc., of that; $30,000 looks to me like a good big price for a garage.

The garage is a one-story building with flat roof about 60 by 120 feet with a small "L" on one end 18 by 18 feet, for heating plant. The building has a capacity of 30 cars or trucks of large size, and contains four small rooms for office, storage, locker, and toilet accommodations. The contemplated building is of fireproof construction, of brick walls, reinforced concrete floor and roof.

Mr. BUTLER. It does look like a lot of money to cover automobiles, but if this is to be a permanent structure it will probably cost that.

The CHAIRMAN. It is to be permanent and is to be used for about 20 or 25 vehicles.

Admiral PARKS. It would have cost practically $20,000 a year ago.

Mr. BROWNING. To put in steam heat and everything?

Admiral PARKS. That includes everything.

The CHAIRMAN. You say it has a boiler plant?

Admiral PARKS. A boiler plant and everything that is necessary.

The CHAIRMAN. Please put all that in so that it will show what it is. The next is Senate amendment 88, officers' quarters, Marine recruiting station, Port Royal, S. C., $10,000.

Admiral PARKS. That is to provide a building for medical officers' quarters in accordance with the recommendation.

The CHAIRMAN. These are medical officers' quarters?

Admiral PARKS. Yes.

Mr. BROWNING. Ought that not to be inserted?

The CHAIRMAN. I have made a memorandum to put "Medical" in there. How many will that accommodate?

Admiral PARKS. Anywhere up to eight, dependent on what they are. I will put that in.

The CHAIRMAN. Put in also a brief outline description of the style and character of the building, etc., so that we will have that information.

Admiral PARKS. I will.

The building will be of wood frame construction, on concrete piers. Interior finish will be of wall board. Roof covering will be of the ready-to-lay type. Lighting, heating, and plumbing will be provided.

The CHAIRMAN. The next one is one that we will take up with the Secretary. We will next take up the navy yard at Charleston, Senate amendment 91, "Central plant improvements, $250,000." My recollection is that that central power plant there was built not a great while ago.

Admiral PARKS. It is being expanded now; this is in addition to what is under contract and practically delivered. They need an additional generating unit and four additional boilers.

The CHAIRMAN. Will you put an itemized statement in the hearings segregating these costs? Do you have any additional buildings?

Admiral PARKS. No additional buildings, but I think the boiler-room floor will have to be extended.

The CHAIRMAN. I would be glad if you would put a description in there.

Mr. BUTLER. I would like to know how much we are building.

The CHAIRMAN. I would like to have you show how much would be added to the buildings; how many boilers, what each boiler is estimated to cost, and then the extensions and what those extensions are and what they are to cost. Give us somewhat of an itemized, or segregated, statement.

The central power plant was built in 1906, and up to last year the requirements for light, heat, and power were met by the equipment installed at that time. Existing contracts provide for the installation of a turbo-generator and two boilers, with all accompanying auxiliaries. There is sufficient space in the persent power plant building for the installation of the additional turbo-generator and the two new boilers, for which estimates are now submitted, without enlarging the building, the original design having provided ample room for the installation of additional equipment.

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|---|---|
| Estimated cost of 1,000 kw. (1,250 kva.) turbo-generator, complete with foundations, condenser, and auxiliaries | $100,000 |
| Estimated cost of two additional boilers, with underfeed stokers, stoker engine, forced draft fans, foundations, flues, and piping | 125,000 |
| Estimated cost of extensions to distributing systems for light, heat, and power from the central power plant to various buildings and destroyer ways | 25,000 |
| Total | 250,000 |

Mr. BROWNING. If they keep on spending all this money at Charleston they will have a navy yard there finally.

The CHAIRMAN. They have a very good one there now. The next item is "Naval Aeronautic Station, Pensacola, Florida: Improvements central power plant and distributing systems, one hundred thousand dollars."

Mr. RIORDAN. What about 93?

The CHAIRMAN. I overlooked that.

Mr. BUTLER. Is not that also a matter for the Secretary?

The CHAIRMAN. That would be a matter for the Secretary.

Admiral PARKS. A million is all we would need to have appropriated at this time.

The CHAIRMAN. We will take that matter up with the Secretary. "For the development of a submarine base, two million five hundred thousand dollars." Does that contemplate the complete construction of it, or is it just towards construction?

Admiral PARKS. It contemplates the complete construction.

Mr. BUTLER. Have you got the estimates here of buildings and wharves and machinery and tools, and everything?

The CHAIRMAN. They have a good deal down there. We went to Pensacola there.

Mr. BUTLER. But this is Key West.

The CHAIRMAN. I was speaking about the other.

Mr. BROWNING. We will see what the Secretary says about the proposition at Key West.

The CHAIRMAN. The next is the Naval Aeronautic Station, Pensacola, Fla.: Improvements central power plant and distributing systems, $100,000. I would like to have you give us a full statement in the hearings as to what that improvement consists of, and segregate the cost as requested for the others; state what those improvements are and the items of cost, and the necessity for those things. Make your statement full and complete.

Due to the increased activities of the air station it has been found necessary to make a considerable increase in the capacity of the central power plant. At present the demand for power is such that it has been necessary to purchase electrical energy from the trolley company in the vicinity. This is not only expensive, but it interferes with the service being supplied by the trolley company, who have protested to the Assistant Secretary of the Navy. The latter has authorized the bureau to prepare plans and specifications for an increase in the power plant capacity of the station sufficient not only to obviate the necessity for taking power from the trolley company, but to have sufficient reserve so that the air station can supply power from its power plant to the trolley company in order to facilitate the transportation of navy yard employees. The estimated cost of these improvements is as follows:

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|---|---|
| 2 turbo generators with condensers, foundations, pumps, piping, and other auxiliaries | $50,000 |
| Boilers with underfeed stokers, stoker engines, forced draft fans, foundations, flues, stack, and piping | 50,000 |
| Total | 100,000 |

Admiral PARKS. I will.

The CHAIRMAN. The next item is the Mare Island Navy Yard, Cal., improvements, central plant, and distributing systems. The House appropriated $100,000; the Senate is changing it to $250,000. I wish you would tell us about that.

Admiral PARKS. That is on account of increased costs.

The CHAIRMAN. Is there any change in the contemplated improvements, any enlargements, or is it altogether for the increased cost of labor and material?

Admiral PARKS. I believe that some of the distributing system had not been planned at the time the first estimate was made.

The CHAIRMAN. It occurred to me that there would not be an increase from $100,000 to $250,000 on account of labor and material only.

Mr. BROWNING. That is two and a half times as much. I agree with you.

The CHAIRMAN. I would be glad for you to put a full statement of what requires this increased appropriation. Give the details, and if there is any enlargement of the improvements, what they consist in, and all about it.

Admiral PARKS. I will.

The increase from $100.000 appropriated by the House, to $250.000, making an increase of $150.000, is for the purpose of providing very extensive additions to the distributing systems of the yard, required in connection with the new structural shop and other new developments in that vicinity which were not contemplated at the time the original estimates were made. These developments have taken place in a section of the yard remote from the power plant, and it will be necessary to provide this amount to cover the cost of underground conduit system and cables for the transmission of electrical energy required for light and power, and for the construction of underground pipe lines for water, steam, and air.

The CHAIRMAN. The next is the navy yard, Puget Sound, Senate amendment 98, improvements, central power plant, and distributing systems. The House appropriated $200,000 and the Senate raised it to $325,000. I would be glad for you to put the same kind of a statement, a full and complete statement, as to what those improvements are, if there are any additional improvements, and what is causing the demand for the increased appropriation.

Admiral PARKS. I will.

The $200.000 appropriated by the House covered one additional turbo generator and an air compressor with the necessary power-distributing lines. The electrical apparatus is required in connection with the operation of electric furnaces which have been ordered by the Bureau of Steam Engineering. The electrical generating capacity of this power plant is supplemented by an outside line, but the capacity of this line is insufficient to furnish the comparatively large amount of electrical energy required for the proper operation of electric steel furnaces. Furthermore, the cost of generating electrical energy in the yard plant is less than the amount paid for this energy from the outside company. It is therefore desirable to install equipment in the power plant rather than to purchase from outside sources at a higher rate, not only for reasons of economy, but to provide an outside service connection for breakdown purposes, which may be immediately available in case of any accident to the central power plant of the yard.

The increase from $200.000 to $325.000 is to provide for $125.000 for the installation of two additional boilers which will be required to furnish steam to the additional turbo generator and the air compressor.

This estimate covers two additional boilers with foundations, flues, piping, and other auxiliaries required.

The CHAIRMAN. The next item is the purchase of additional land adjoining the navy yard. Does that come under you or the Secretary?

Admiral PARKS. The Solicitor, I think; the Secretary's office.

The CHAIRMAN. The next item is for grading, filling, and sea-wall construction (limit of cost to be $750,000), $400,000. What about that?

Admiral PARKS. That depends somewhat on the purchase, but mostly it is for the development of the front on the west side of it.

The CHAIRMAN. I would like for you to put into your hearings a statement, in the event that we do not purchase the additional land, how much is on account of additional purchase of land, and how much for grading, filling, and these war constructions on the land that we already own, so as to separate those two projects.

Mr. BUTLER. If they can be separated.

The first of the two items in question carries $300.000 for the purchase of land.

The Puget Sound yard is so congested that further growth is impossible, except by the purchase of land or by cutting down certain high areas parallel to the water

front and utilizing the material excavated for filling in shoal waters at the west end of the yard, thus reclaiming large areas for industrial purposes. Within the yard limits there are about 240 acres, over one-half of which is on high ground which can not be utilized for industrial purposes on account of difficulty in transportation. It is essential that the growth of the industrial section of the yard be provided for in this manner. The grading and filling in above referred to will necessitate a certain amount of bulkhead and sea-wall construction in order to retain the fill. It is impossible to state in advance the exact amount of sea-wall construction which will prove necessary or desirable, and accordingly it is impracticable to give the exact estimate of the cost, separately, of the grading, the filling, and the sea-wall construction.

The CHAIRMAN. If we do not purchase the land, of course.

Mr. BUTLER. I had always understood that we had plenty of land at this point.

The CHAIRMAN. The land there is very small; they are very much crowded.

Mr. BUTLER. We have plenty of water?

The CHAIRMAN. Yes.

Admiral PARKS. Quite a lot of high land, I think.

The CHAIRMAN. But the purchase of the land we will take up with the Secretary. The next one is Senate amendment 99, including not to exceed $500 for the purchase of land at Tutuila, Samoa. That comes under the Secretary also, does it not?

Mr. BUTLER. I should think so; that is the policy.

The CHAIRMAN. You do not know about the purchase of that land?

Admiral PARKS. I know it is for the purpose of controlling the site of the dam that is to be erected.

The CHAIRMAN. Tell us what you know about it. That dam is to be erected for the storage of water for the use of the station there, as I remember.

Admiral PARKS. And for that reason it is necessary to control the watershed at the site of the dam which is proposed to be erected, to purchase the area immediately around it.

Mr. RIORDAN. It includes $500 of the $15,000 for the purchase of land. It does not increase the appropriation at all.

The CHAIRMAN. I wanted to get an explanation of the amendment.

Admiral PARKS. It is estimated that the property can be secured for not exceeding that amount.

The CHAIRMAN. Will that purchase all of the land that will be needed to control the watershed?

Admiral PARKS. The Governor of Samoa is a naval officer and I believe he can control the thing without further purchase, but it may later develop that we would like to purchase the land above the dam, the whole of it.

The CHAIRMAN. What I wanted to get at was whether it was starting on the project of purchasing a small quantity of land this year, and then come along from year to year and adding to this purchase of land. I wanted to see whether if we authorized the purchase of that land if the $500 would purchase what is needed to accomplish the purpose of controlling the watershed.

Admiral PARKS. I have not looked into the value of land in Samoa. I have not a distinct idea of what $500 represents in that place.

Mr. BUTLER. We have gone pretty thoroughly into amendment 100.

The CHAIRMAN. We took that up in full discussion yesterday.

Mr. BUTLER. The same way with 101.

Mr. RIORDAN. We took up 101.

Admiral PARKS. On 101 you wanted some data.

The CHAIRMAN. I will ask you as to Senate amendment 101, torpedo station, Newport, R. I., improvements central power plant systems, including quay wall and fill at power house, to segregate those items and to give us as near as you can what the improvements to the central power plant systems consist of and the cost; how much quay wall is to be built, where, and its estimated cost; how much fill at the power house and its estimate cost, so that we can separate those items; also whether or not this $800,000 is to complete that work, or whether it is simply toward those improvements and work.

Mr. BROWNING. He says he has that, Mr. Chairman.

Admiral PARKS. I have most of it; but I have not quite all that you ask for.

The CHAIRMAN. You can just put what you have in the hearings, then.

Admiral PARKS. On account of the large increase in the activities of the torpedo station incident to the war, it was found that the present obsolete and out-of-date power plant was totally inadequate to serve the purpose. It was therefore decided to construct an entirely new and modern power plant in a new section of the island. The space surrounding the old power plant was too restricted to permit of expansion. In order to start this work $850,000 was allotted from one of the bureau's appropriations, covering work for the Bureau of Ordnance. The additional amount now requested is to continue this work which is now under progress and provide for an extensive system of distribution for light, heat, and power from the new power plant to the various buildings on the island. The original estimate provided only for the power plant and did not include extension of the quay wall made necessary by the construction of this power plant, the filling, or the extensive distributing systems necessary.

It was necessary to fill in the site of the new power plant in order to provide space for the construction of this building without further encroaching on the limited area of this island. This made it necessary to extend for a distance of about 700 feet the present quay wall in order to retain the filling. The estimated cost of the filling with the surrounding quay wall is $149,000. the balance being necessary for the distributing system, intake and discharge tunnels for condensing water, and part of the power-plant equipment.

| | |
|---|---|
| Power plant | $451,000 |
| Distributing system | 200,000 |
| Quay wall | 131,000 |
| Fill | 18,000 |

The CHAIRMAN. The next item is Senate amendment 103, page 65, depots for coal, for the purchase of land at the fuel-oil base, Chesapeake Bay, $55,000. Where is that?

Admiral PARKS. That is the part of the farm adjoining the buildings.

The CHAIRMAN. Where is the fuel-oil base on Chesapeake Bay?

Admiral PARKS. Down on the York River.

The CHAIRMAN. How much land do we own there now?

Admiral PARKS. Three hundred and thirty-two acres of the Temple farm we purchased for $100,000, which was the limit for purchase contained in the act of June, 1917.

The CHAIRMAN. That was the deficiency act. This is for the purchase of the fuel-oil base, and that is for the storage of fuel oil and not the storage of mines?

Admiral PARKS. There are 80 acres, including the farm buildings and the area immediately adjacent thereto, that could not be purchased within the $100,000.

The CHAIRMAN. You have three hundred and how many acres?

Admiral PARKS. Three hundred and thirty-two.

The CHAIRMAN. What is the necessity of purchasing 80 acres more?

Admiral PARKS. Operations laid out a tremendous oil storage to be provided on the Chesapeake, and we are going to damage the value of the residence by our oil installation in that neighborhood, and it would probably be just as cheap to buy that now and make use of it as it will be to pay the damages later. We need that land if we are going to carry the number of tons of oil that Operations thinks should be carried on the coast.

The CHAIRMAN. You have 332 acres?

Mr. BUTLER. Three hundred and thirty-two acres for oil tanks; and how many acres are we occupying at this time?

Admiral PARKS. We are not occupying it yet with oil tanks.

Mr. BUTLER. We have not oil tanks erected there yet?

Admiral PARKS. They are going to be erected down there underground.

Mr. BUTLER. They will be constructed under the ground. How many have you planned to construct under the ground?

Admiral PARKS. I think we have eight in the present plan.

Mr. BUTLER. And how much ground will each one occupy?

Admiral PARKS. About an acre and a half each.

Mr. BUTLER. So that makes about 12 acres for the oil tanks alone?

The CHAIRMAN. How far apart are they placed?

Admiral PARKS. They ought not to be within 300 feet of each other. We probably will use a good deal greater distance for a while.

Mr. BUTLER. How much ground will eight tanks require, putting them 300 feet apart; how many acres would that require?

Admiral PARKS. That will give something like about 5 acres each.

Mr. BUTLER. That would be 40 acres.

Admiral PARKS. That is about all.

Mr. BUTLER. And having 332 acres, you would have about 300 acres left on what we now own.

The CHAIRMAN. In what way would we damage the other property, other than imaginary?

Admiral PARKS. I think it is all imaginary.

The CHAIRMAN. These are to be underground; they are not made unsightly, are they?

Admiral PARKS. No, they are pretty well hidden.

Mr. BROWNING. They are supposed to be covered entirely.

The CHAIRMAN. Yes, they are covered entirely and they will have grass growing over them.

Admiral PARKS. I think grass will grow over them all right.

The CHAIRMAN. What I was trying to get at is, in what way would they be a damage or a nuisance to these adjoining houses?

Admiral PARKS. I think it is wholly imaginary, but I have known that the fuel-oil fumes are not supposed to be pleasant.

The CHAIRMAN. Will there be fumes coming up from these?

Admiral PARKS. Yes, I think they would be appreciable.

Mr. BROWNING. Are there residences on the rest of this ground near the land that is purchased?

Admiral PARKS. Yes, farm buildings on the rest of the ground.

Mr. BUTLER. Will that buy all the buildings in the vicinity of this project?

Admiral PARKS. It will buy all there are there. It is the Temple farm.

Mr. BROWNING. Admiral, do you think it is necessary?

Admiral PARKS. I have not given it personally the attention that has been given it by others.

Mr. BUTLER. Go out and look at the Sun Plant in my district and see how the people live there.

Mr. BROWNING. The Sun Plant and the United States Plant.

Mr. BUTLER. And people are living all around in beautiful little houses.

The CHAIRMAN. Would the fumes be of sufficient consequence to constitute a nuisance to those houses?

Admiral PARKS. I do not think so.

Mr. BROWNING. There is only one house there—a farm house.

Admiral PARKS. There is an option on it. That appears to be the only reason for taking it up at this time.

The CHAIRMAN. What is the necessity of asking for it at this time if you have got 332 acres?

Mr. BROWNING. With those tanks underground there will be very little fumes coming from them, if any?

Admiral PARKS. I think so.

Mr. BROWNING. I do not think you need it.

Admiral PARKS. The deed which gives the Government the option to purchase is probably the cause for putting this amendment in now.

The CHAIRMAN. The thing we wanted to get was the necessity for having it. If we need it we should have the reasons for needing it, and if we do not need it but are creating a nuisance which it would be better to buy out than to liquidate damages for, that is another question that ought to appear.

Mr. BROWNING. I asked the admiral that question, and he says he does not think they will need it and he does not think there will be any fumes from it.

Admiral PARKS. There will be some leakage, maybe.

The CHAIRMAN. The next is Senate amendment 105, Naval Training Station, Rhode Island, sea-wall improvements. We had $75,000 and they want $225,000. Please tell us about that.

Admiral PARKS. That was put in in connection with something that is just beyond. The city of Newport has proposed purchasing property for $150,000 and selling it for $100,000. It is rather desirable for us to have that.

The CHAIRMAN. I told the Secretary I wanted him to come up and tell us of the reasons and the necessity for having it, and the uses for it, etc. What I wanted to get from the admiral were the increased estimates. What is the sea-wall improvement?

Admiral PARKS. That increase is in connection with the Coddington Point, which it is proposed to consider.

The CHAIRMAN. If that point is not considered, they can restore the original House figures?

Admiral PARKS. Exactly.

The CHAIRMAN. If the Coddington Point is purchased, then the other is for the improvement of the shore line?

Admiral PARKS. Yes.

The CHAIRMAN. I would like for you to put in your hearings at this point how much shore line there is and how much sea wall this appropriation will put in, and what the total cost of this sea wall would be.

Admiral PARKS. And the causeway connecting?

This appropriation will provide for approximately 3,000 feet of sea wall at a cost of $110,000, and about 600 feet of causeway at a cost of $40,000.

The CHAIRMAN. And what it would involve fully.

Mr. BUTLER. When did you visit this point, Mr. Chairman?

The CHAIRMAN. Last year, in July.

Mr. BUTLER. So this increase here is not owing to any condition that has arisen since we reported the bill?

The CHAIRMAN. Those matters will be gone into by the Secretary.

Mr. BROWNING. I do not think $100,000 to get that property is out of the way.

The CHAIRMAN. The next item is 106, fire-apparatus house and garage, $30,000. What is that?

Admiral PARKS. That is because of the fire up there, that burned their housing facilities for the apparatus, and instead of getting a new building out of the contingent appropriation I submitted an item.

The CHAIRMAN. 109, Naval fuel depot, San Diego, Cal., marine railway, $175,000. Tell us about that.

Admiral PARKS. At the time we took that property there was a small railway that had to be abandoned and the bureau considered it proper under contingent to replace those facilities, but the commandant of that district was very much against the construction of any other barge marine railway; it was too small. He insisted upon our increasing our allotment under contingent to construct a 2,000-ton marine railway, the justice of which I could not really see. So after getting sufficient information to make me believe that it was desirable to construct a marine railway at an early date I asked for that item. The cost could not be properly paid out of contingent for anything of that kind and I would not feel like trying to back up an expenditure for that purpose.

The CHAIRMAN. In other words, you want an authorization.

Admiral PARKS. An authorization should be given before that kind of thing is constructed.

The CHAIRMAN. Tell us of the necessity for it and the uses.

Admiral PARKS. It is the only thing that would be available south of San Francisco, and the district has a good deal of activity, especially down on the Mexican coast.

The CHAIRMAN. Have we already a fuel depot there?

Admiral PARKS. Yes, to which is being added an oil station now under contract.

The CHAIRMAN. What is the estimated cost of the depot that we are building there? You can insert that if you have not the figures with you.

Admiral PARKS. I will insert some figures for that; I am not certain whether there is a lump sum for that or not. The contract for fuel oil storage based on unit prices will amount to about $335,000.

Mr. RIORDAN. Is this not on the land we purchased some years ago?

The CHAIRMAN. The Marine Barracks at San Diego is on that land. I do not know whether the fuel depot is on that land or elsewhere. I do not know where you are building the fuel depot.

Admiral PARKS. I have not seen that station; I am not familiar with the locations generally.

Mr. RIORDAN. Will you please put in the record whether this was on this land or on some other land?

Admiral PARKS. The Marine barracks is not to be on the land of the fuel depot which is located near Point Loma. The Marine barracks will be on the land recently purchased much nearer the city.

The CHAIRMAN. Please ascertain and give us the location of that land. For what use is that to be?

Admiral PARKS. For handling submarines and light gunboats and destroyers based at San Diego.

The CHAIRMAN. In other words, the fuel depot is going to have a small repair shop in connection with it?

Admiral PARKS. There probably will be a small repair shop there, to be handled by men of the fleet.

The CHAIRMAN. For the repair of submarines and small boats?

Admiral PARKS. The patrol that is now being based for war purposes. That extends as far as Pinchilinque Bay, down on the eastern coast of southern California.

The CHAIRMAN. You have no docks at San Diego?

Admiral PARKS. None whatever. A 450-mile trip to San Francisco is necessary.

The CHAIRMAN. And this is in lieu of a dock for the repair of small boats, bringing them up out of the water where they can be handled as they would be in a dock if they had one?

Admiral PARKS. That is for the purpose of doing that.

The CHAIRMAN. The marine railway would not be used in any way in the delivery or receiving of oil from the ships or to the ships?

Admiral PARKS. Not for that purpose at all, but to take care of barges that are used for the oil handling.

The CHAIRMAN. It is really for dock purposes?

Admiral PARKS. For docking and cleaning.

Mr. BROWNING. It could not be used at all for oil?

The CHAIRMAN. No. Now, Admiral, the next is amendment 110, Naval Operating Base, Hampton Roads. The House appropriated $2,500,000, and the Senate is increasing it to $3,000,000—$500,000 additional.

Admiral PARKS. That $500,000 is put in for an additional pier. There was a conference in the Secretary's office just about the day before this bill was ready to be reported to the Senate, I think, and it was decided that the necessity for an additional pier had been pretty clearly shown and that it would be well to ask for the increase of $500,000 to cover the cost of the pier. The fact is that $3,000,000 is not as much as the Bureau believes desirable at this time, but

what it does believe desirable at this time is based upon examinations made after the hearing on the naval bill. The necessary projects will require labor and material that it is not considered advisable to take out of the Norfolk district at this time. For that reason no larger amount was asked than the increase of $500,000 for the pier.

The CHAIRMAN. How many piers is it contemplated that this $3,000,000 will cover? Is the $3,000,000 altogether for piers?

Admiral PARKS. No; it is for the development of the base, and the contracts now in force will probably take over a million of the $3,000,000, and the proper base development contracts and some other items which have been charged for remodeling of buildings may use up a considerable portion of the balance. But I have not had time yet since this became very urgent to me to decide whether some of those things can be properly transferred to repairs and preservation or not. A considerable part of the money expended on the residences would appear to make it rather desirable as a repairs and preservation expenditure, and the reconstruction of that administration group is almost like new construction and is probably chargeable to this appropriation only.

Mr. BROWNING. This is the old Jamestown site?

Admiral PARKS. Yes.

The CHAIRMAN. How many piers is it contemplated to erect there at this time? Of course, there will be a great many hereafter as it is enlarged, but how many are you expecting to build out of this $3,000,000?

Admiral PARKS. Two.

The CHAIRMAN. So that you had one out of the House appropriation, and this $500,000 is for an additional one, making the second one?

Admiral PARKS. Making the second pier; yes, sir.

Mr. BROWNING. What are you building these piers out of?

Admiral PARKS. These are concrete piles.

Mr. BROWNING. They are quite lengthy piers?

Admiral PARKS. Yes.

Mr. BROWNING. Do they go out to deep water?

Admiral PARKS. Pretty nearly out to deep water. There is some little dredging from the end of the piers to deep water.

The CHAIRMAN. By the construction of a seawall out near the end of where these piers would be and dredging to get water to the depth necessary, it would give you somewhere from 500 to 1,000 acres more of land, would it not?

Admiral PARKS. Yes; where the wall is now located I think has added nearly 400 acres.

The CHAIRMAN. The next item is Repairs and Preservation at Navy Yards, Senate amendment 111. The House appropriated $3,500,000, and the Senate is making it $4,500,000. Please tell us about that.

Admiral PARKS. We do not believe that $3,500,000 is enough, and we are very much in doubt about $4,500,000.

Mr. BROWNING. You mean $4,500,000 would be too much?

Admiral PARKS. No; too little. These things are running tremendously high, and when you consider that we are putting in $25,000,000 to $30,000,000 worth of temporary wooden shacks for the training camps, receiving ships, and things of that kind, the necessity for very much increased expenditures is clearly shown.

The CHAIRMAN. Can you tell us any other places where authorization will meet your wishes and there can be some reductions of appropriations, in addition to the two or three that you mentioned heretofore?

Mr. BROWNING. Then I understand you to say that this $4,500,000 instead of $3,500,000 is absolutely necessary?

Admiral PARKS. I consider it so. You can always tell a man that he can stop his repairs. You can always stop an expenditure of that kind any time you like, but it is not always a sensible thing to do.

The CHAIRMAN. The question is, Can you preserve the property of the Government in a proper manner with less than $4,500,000?

Admiral PARKS. It can not properly be done, but even $4,500,000 will not be distributed right. Some property will not get its proper repairs under that, and some will get unnecessary painting for appearance's sake; but those things are matters that the bureau is trying to urge the importance of upon the commandants, and I hope there are comparatively few expenditures that we could question.

The CHAIRMAN. You spoke of something like twenty-five or more million dollars expended on account of temporary work, which will be chargeable to this fund. What does the segregated property the repair and preservation of which is chargeable to this fund amount to?

Admiral PARKS. I can have that in the hearings. The property investment at the end of the last fiscal year the repair and preservation of which is chargeable to this fund was approximately $220,000,000; since that date appropriations and allotments for public works improvements have aggregated $116,000,000, making a total of $336,000,000.

Mr. BROWNING. You have the general supervision of all these expenditures?

Admiral PARKS. I have the commandants as my representatives to look after the expenditures under the appropriation.

Mr. BROWNING. They have got to submit them all to you?

Admiral PARKS. They get an allotment.

Mr. BROWNING. You make the allotment?

Admiral PARKS. I make an allotment for the ordinary repairs. If anything unusual is to be done, that has to be submitted to the bureau first, but during the war period some people are short of time and I hear about some of these things perhaps a little later than I should.

Mr. BROWNING. What I wanted to get at is this, the general supervision, the allotments of the amount of money that is appropriated in this bill, you have the expenditure of?

Mr. TALBOTT. He has the disbursement of it.

Mr. BROWNING. You say where it shall go?

Admiral PARKS. I tell the commandants where and what they shall spend it on, and I give them a good deal of freedom on the ordinary repairs. I tell them that extraordinary things shall be reported to the bureau and special allotments received before the work is done; but during the war period, one might say, "Well, that is all right, but that thing has got to be done right now and it would take 24 hours to send it to the bureau," and they would do it and would tell me afterwards.

Mr. RIORDAN. Those are small amounts, Admiral?

Mr. BROWNING. I feel that, while I would be willing to trust you in the expenditures and in these increases especially, I would not

always want it to be done by the commandants, or by some fellow under you. I know a great many people have an idea that all they have got to do now during the war is to spend money, and somebody ought to have a supervision of them and prevent it, and I, so far as I am concerned as one member of the committee, want to look to you to know that these immense amounts of money we spend are spent under your jurisdiction, or your say.

Admiral PARKS. I think if you would spend a half day in my office you would find your information confirmed.

Mr. RIORDAN. The Chairman made a suggestion about some places you might find where you could get along with authorizations instead of appropriations. Suppose the Admiral be instructed to go over his items and submit something along that line.

Mr. TALBOTT. He said he was going to do that.

The CHAIRMAN. If you could find some places where you could do that I would be glad for you to do it.

Admiral PARKS. The only items where authorizations would serve instead of appropriations are:

Navy Yard, Boston, Mass. (Senate amendment 79): Machine shop and foundry, authorized to cost $900,000, appropriate $610,000.

Naval Academy, Annapolis, Md. (Senate amendment 86): Building for Seamanship and Navigation and other instruction purposes authorized to cost $2,500,000, appropriate $1,000,000.

Naval Station, Key West, Fla. (Senate amendment 93): For the development of a submarine base, $2,500,000, appropriate $1,000,000.

(Thereupon, at 1.15 o'clock p. m. the committee adjourned.)

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[No. 21.]

COMMITTEE ON NAVAL AFFAIRS,
June 3, 1918.

The committee met at 1.30 o'clock p. m., Hon. Lemuel P. Padgett presiding.

## STATEMENTS OF HON. JOSEPHUS DANIELS, SECRETARY OF THE NAVY, AND SURG. GEN. WILLIAM C. BRAISTED.

The CHAIRMAN. Gentlemen, we have with us the Secretary of the Navy and Dr. Braisted, the Surgeon General. There are various Senate amendments about which we want to inquire of the Secretary. We will take up, first, Senate amendment No. 23, on page 14. That relates to the Dental Corps. I will ask you, Mr. Secretary, if this legislation as proposed in this Senate amendment is the legislation that was recommended by the department?

Secretary DANIELS. It is not.

The CHAIRMAN. I will ask you if the department did recommend some legislation with reference to the Dental Corps?

Secretary DANIELS. Yes; but the department made no recommendation for additional legislation.

Mr. BUTLER. The Dental Corps is in the department over which you preside?

Secretary DANIELS. It is part of the Medical Department.

Mr. BUTLER. Where did this legislation contained in Senate amendment 23 originate?

Secretary DANIELS. In the Senate Naval Committee, I think.

Mr. BROWNING. Without your recommendation at all?

Secretary DANIELS. It was not the amendment that was recommended. It is changed in certain respects.

Mr. BUTLER. What is your opinion of this amendment 23?

Surg. Gen. BRAISTED. I think it is a pretty fair bill as it stands. It gave more than we thought was absolutely necessary in a few respects, but it gives universal satisfaction to everybody.

Mr. BUTLER. I have had several letters sent to me, and several people have come to us; and last Saturday one of them came to see me. One of them represents a national association, and he said that amendment 23 was not satisfactory—was not what they wanted—but it was the best they could get and they were glad to have it.

Dr. BRAISTED. It gave fair satisfaction to almost everybody, and the representative of the National Dental Association——

Mr. BUTLER. One of the men that I saw was a representative of them.

Dr. BRAISTED (continuing). Dr. Brown stated that he was very well satisfied with this amendment as it stands; and I think various Senators who were interested, while they would have liked something

else, still they were satisfied with this amendment as it stands, and so expressed themselves.

The CHAIRMAN. I understand that this is giving higher rank in the Dental Corps which, if enacted into law, will conflict with the broader jurisdiction of the medical officers aboard ship. What have you to say about that?

Dr. BRAISTED. If this is enacted into law it will give rank as high as commander, but it will give the pay and allowances of captain, but not the rank.

The CHAIRMAN. I understnad that if the dental officer aboard ship has the rank of commander, that in many ships he will have a superior and higher rank than the medical officer aboard ship who has charge of and is responsible for the general management of medical affairs aboard ship, whereas the dentist has only the limited duty of looking after the teeth.

Dr. BRAISTED. That is true.

Secretary DANIELS. We do not think that he should have that rank.

Mr. BUTLER. Dr. Braisted did not recommend that?

Dr. BRAISTED. No.

Mr. BUTLER. Neither the Secretary nor Dr. Braisted recommended it?

Secretary DANIELS. No. I have refreshed my recollection, Mr. Chairman. I can read this letter, which explains why we request certain changes in the Senate amendment to go back to the bill introduced by Senator Tillman, which we approved.

The CHAIRMAN. Speaking about approving that bill, who was consulted in the preparation of the Tillman bill?

Dr. BRAISTED. That bill was drawn up by representatives of the Bureau of Medicines and Surgery, the Judge Advocate General, and the Bureau of Navigation. They all reviewed it and approved the various clauses when it was presented to the Secretary for his approval.

Mr. BROWNING. I would like to ask you with regard to that matter that was brought up by the chairman, where he mentioned that they get the rank of a commander and the pay of a captain. What is it for?

Dr. BRAISTED. It was to give them everything that the Medical Corps had as high as they could without giving them the rank. That is, if a man got up to the rank of commander and served a great many years, he should ultimately get the extra pay and allowances that the length of service might seem to make just.

Mr. BROWNING. Is there any other part of the service that gets that?

The CHAIRMAN. The chaplains used to get that. They do not now because we have added the rank of captain, but that formerly was the custom.

Dr. BRAISTED. The objection to this was an administrative one. If I might cite to you an example, if there should be a dental officer with the rank of commander in a hospital he might rank the medical officer in command of it, and it might make confusion in that way, and the same situation might occur that the chairman suggested on board ship. The older men do not go to sea as much in the Medical Corps because of the large hospital activities on shore, and if you gave

this additional rank you would have, perhaps, in some instances dental officers of higher rank than the medical officer on board ship.

Mr. BROWNING. It might make considerable confusion.

Dr. BRAISTED. It might make administrative confusion.

Mr. BUTLER. But the medical officer is responsible for the health of the personnel of the whole ship, and the dentist has no work except in the attention which he devotes to the teeth of the personnel?

Dr. BRAISTED. Yes.

The CHAIRMAN. I wanted to call attention, on page 14, line 23, to where it states, beginning with line 21, "number of officers and enlisted men of the Navy and Marine Corps, in the grades of assistant dental surgeons, passed assistant dental surgeon, dental surgeon, and dental inspector," and in the letter that the Secretary has sent down, and which will be incorporated into the hearing, he has recommended to strike out the words "and dental inspector," to take out that grade.

(The letter above referred to is as follows:)

NAVY DEPARTMENT,
*Washington, May 29, 1918.*

MY DEAR MR. CHAIRMAN: Referring to your verbal inquiry of recent date, I have the honor to state as follows relative to that portion of the naval appropriation bill dealing with dental officers:

The department the latter part of 1917, after considerable study of the subject, prepared a bill and submitted it to the Naval Committee, to reorganize the Dental Corps of the Navy so that it would better serve the interests of the service. This bill was introduced by Mr. Tillman on February 5, 1918, as S. 3749. The department believes that this bill should be incorporated without change in the naval appropriation bill.

The appropriation bill, as it now stands, provides roughly for 13 dentists, with the rank of commander. The department believes that dental officers should not be commissioned in a grade above that of dental surgeons with the rank of lieutenant commander, for the reason that it now has no billets, nor can it foresee any billets in the future, in which a dentist of such high rank can be employed, certainly not to the number of 13. It is the policy of the department to give increase in rank only when such is necessary to facilitate command and administration for the purposes of war or preparation for war, and never as a matter of personal reward. Its recommendations to Congress in the matter of rank have been on this ground solely. It, however, believes that dental surgeons of long service should be permitted to have an increase of pay up to and including that given to a captain in the Navy.

It therefore requests that the following amendments be made to cover the above points:

H. R. 10854, as passed the Senate, with Senate amendments numbered, on May 22, 1918.

Page 14, line 23. Strike out "and dental inspector."

Page 15, line 5. Strike out "August twenty-second, nineteen hun-."

Page 15, lines 6 and 7. Strike out entirely.

Page 15. line 8. Strike out "of the act of Congress approved."

Page 14, line 23. Insert the word "and" after the first comma in the line.

Page 15, line 20. Insert after the word "of" the word "lieutenant."

Page 15, line 25. Strike out the word "inspectors" and insert in lieu thereof the word "surgeons."

Page 16, line 2. Strike out the word "inspectors" and insert in lieu thereof the word "surgeons."

Page 16, line 3. Strike out the word "rank."

Page 16, line 5. Strike out the word "officers," at the beginning of the proviso, and insert in lieu thereof the word "surgeons," so that this part will read "*Provided further*, That dental surgeons," etc.

Page 16, line 19. Strike out the word "authorized" and insert in lieu thereof the word "appointed." Insert after the word "herein" the word "authorized."

Page 17, line 12. Insert after the word "above" the word "lieutenant."

Page 17, line 18. Strike out the word "surgeon" and insert in lieu thereof the word "officers."

Page 17, line 24. Insert after the word "of" the words "passed assistant."
Page 18, line 1. Strike out the word "commander."
The above two corrections are in the personal legislation for the benefit of Dr. Grady and give him the grade of passed assistant dental surgeon, with the rank of lieutenant. This is done in order not to give Dr. Grady a grade and rank higher than is given other officers of the Dental Corps who have served longer periods of active service in the Navy. This change will not take away any of the pay or allowances now allowed to Dr. Grady.
Page 18, line 10. Strike out "relating to the Dental Corps of the Navy."
Page 18, lines 12 and 13. Strike out "to legislate out of the service any officer now in the Medical Department of the Navy or."
It is further recommended that on page 17, line 4, the word "permanently" be inserted after the word "be." This is done in order not to prevent the appointment of qualified pharmacists temporary assistant surgeons, as provided by existing law. If this is not done, a discrimination will be made against this class of warrant officers, which is not desired.

Respectfully,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives, United States.*

Dr. BRAISTED. The original wording was, "assistant dental surgeon, passed assistant dental surgeon, and dental surgeon," and the Senate inserted "and dental inspector," in order to make that additional rank.

The CHAIRMAN. That "dental inspector" is intended to have the rank of commander?

Dr. BRAISTED. The same as medical inspector. You see, the only thing that leaves out would be "dental inspector."

The CHAIRMAN. Then on page 15, line 5, the letter says, strike out, "August 22nd, nineteen hun-," and strike out all of lines six and seven, and strike out, "of the act of Congress approved." Why are you striking out that reference to the act of August 22, 1912?

Dr. BRAISTED. That was changed from the recommendation that the Secretary sent up. The words "August 22nd, 1912 (Statutes at Large, volume 37, page 345)" was introduced in the Senate for fear that if it was left out some of the earlier members of the Corps would not benefit by the provisions of this bill. I do not think that does any harm; it is simply to take care of one or two men who might possibly lose out and who have been in the service from the beginning.

Mr. BROWNING. It is virtually taking care of somebody.

Dr. BRAISTED. Yes.

Secretary DANIELS. We wish to change it in the wording of the bill recommended by the department because the other might be construed as being legislation in favor of an individual, and we do not favor that.

Mr. BUTLER. What is the change recommended?

Dr. BRAISTED. To strike out, "August 22, 1912, statutes at large, volume 37, page 345, or."

The CHAIRMAN. The next is, page 15, line 13, strike out "original."

Dr. BRAISTED. You will not do any harm if you put it this way: "rank according to the dates of their respective commissions or original appointments." There is nothing bad about that; that would simply insert, "respective commissions, or."

The CHAIRMAN. The next is page 14, line 23, insert the word, "and," after the first comma in the line.

Dr. BRAISTED. When you strike out, "and dental inspector," you insert, "and," before "dental surgeon."

The CHAIRMAN. The next is on page 15, line 20, insert after the word, "of," the word "lieutenant," so it will read "the rank of lieutenant commander." That is done for the purpose of preventing, as you say, a conflict between the dental officers and the medical officers, both in hospitals and aboard ship, where the medical officer has general charge and supervision and responsibility for the ship or hospital; he has general care of sanitation and management, and the dental officer has a limited service there, relating only to the care of the teeth. If he had the rank of commander would that produce a conflict that would be undesirable and that would be perhaps at times serious?

Dr. BRAISTED. It might tend to do that.

The CHAIRMAN. If they are limited to the rank, and by way of promotion get the pay and allowances of commander and captain that would meet the situation, so far as compensation is concerned, and would avoid the conflict of authority?

Dr. BRAISTED. Yes, sir; it would give them compensation for length of service, which would be just.

The CHAIRMAN. Next, on page 15, line 25, strike out the word "inspector," and insert in lieu thereof the word "surgeons"; page 16, line 3, strike out the word "rank," and it would leave it, "with the pay and allowances of commander shall not exceed 8 per cent," etc.

Page 16, line 5, strike out the word "officers," at the beginning of the proviso and insert in lieu thereof the word "surgeons," so that it will read, "*Provided further*, That dental surgeons," etc.

Mr. BUTLER. There we are providing for a class.

Dr. BRAISTED. That is right, but the words "commander and" should be inserted before the word "captain" in line 7; and in line 10 insert after "of" the words "commander or" and after "captain" insert ", as the case may be."

The CHAIRMAN. On page 16, line 19, strike out the word "authorized," and insert in lieu thereof the word "appointed"; insert after the word "herein" the word "authorized," so that it will read, "for promotion of dental officers herein authorized or heretofore appointed."

Page 17, line 12, insert after the word "above," the word "lieutenant"; page 17, line 18, strike out the word "surgeon," and insert in lieu thereof the word "officers," so it will read, "examinations prescribed by the Secretary of the Navy for original appointment as dental officers, and may be appointed assistant dental surgeons with the rank of lieutenant (junior grade)." Line 24, same page, insert after the word "of," the words "passed assistant." What is the purport of that change, Doctor?

Dr. BRAISTED. That legislation is in favor of Dr. Grady, who has always been the dental surgeon at the Naval Academy, and Dr. Grady thinks that he should have the same rank that the corresponding dental officer has at West Point. He has been long in the service, and this was put in specially for him, and they intended to have it stand as dental surgeon.

The CHAIRMAN. We had some legislation a year or two ago in which we fixed the rank of Dr. Grady. Was he not given the rank

then of dental surgeon, and if you put the words "passed assistant" do you not reduce him?

Dr. BRAISTED. Yes, you do. I think this is right just as it stands. I do not think you ought to reduce him in grade.

Mr. BUTLER. That change certainly demotes him.

Dr. BRAISTED. That is what has hurt him very much, that he was being demoted.

The CHAIRMAN. If this is left as dental surgeon that leaves him just as he is at the present time, under existing legislation?

Dr. BRAISTED. Yes, under existing legislation.

Mr. TALBOTT. How could we make him parallel with a man at West Point?

The CHAIRMAN. That was done several years ago.

Dr. BRAISTED. It is that way now.

Mr. BUTLER. This is specially designed for Dr. Grady, and shows plainly on its face that it is. In other words, it is not a general law

The CHAIRMAN. That proviso is leaving him just as he is by existing law.

Secretary DANIELS. I do not say to change his rank or pay at all.

The CHAIRMAN. Then we will leave it as it is.

On page 18, line 1, strike out the word "commander." He has the pay and allowances of lieutenant commander now, has he not?

Dr. BRAISTED. I do not think he has. I think he has that of a lieutenant (junior grade).

The CHAIRMAN. I want to leave it just as it is now. He should have the grade of dental surgeon; that is what he is now; and he should have the pay and allowances of lieutenant commander. Does he now have the pay of a lieutenant?

Dr. BRAISTED. Of a lieutenant (junior grade).

The CHAIRMAN. Then we want the word "commander" out, because that promotes him. That is existing law about the age of 70. That is carrying it forward so it does not repeal the present law.

Page 18, line 10, strike out "relating to the Dental Corps of the Navy." Why is that?

Dr. BRAISTED. I do not see why it should be, except that this is one thing that does not apply to the Dental Corps. It says, "Hereafter no person shall be appointed as assistant surgeon in the Navy who is not a graduate of a standard medical college." That is on page 17, lines 3, 4, and 5.

The CHAIRMAN. That is a change of existing law, is it not?

Dr. BRAISTED. There is no specific law on that question.

The CHAIRMAN. You can appoint an assistant surgeon without his being a graduate of a standard medical college?

Dr. BRAISTED. We could appoint anybody who could pass the examination prescribed by the Secretary of the Navy. We have always maintained that the examination is superior to any other examination that is given, and that a man who can pass it is qualified. Of course, we never have had any cases come up, but it has always been a danger point.

The CHAIRMAN. What is the good or ill of that language?

Dr. BRAISTED. I do not think any. I was not insistent upon its being put in here. It was suggested that it would be a good time to do this, to limit the type of people who should be given commissions as assistant surgeon. I think they should be graduates of a medical

college, but it will not embarrass us one way or the other whether you put it in or leave it out.

The CHAIRMAN. That just applies to assistant surgeons of the Navy?

Dr. BRAISTED. We are appointing pharmacists. The only way we get our pharmacists is from warrant officers, and give them the lowest grade in that corps. That would knock them out. That is, we could not appoint any more as assistant surgeons.

The CHAIRMAN. Under the exigencies of the service is it advisable to have the opportunity to appoint them?

Dr. BRAISTED. They ought to be able to get the rank, but I do not think it is wise to call them assistant surgeons. Some time that will have to be corrected.

Secretary DANIELS. If they are able enough and know enough, why should they not be made assistant surgeons?

Dr. BRAISTED. They might be called upon to do work they are not qualified for.

The CHAIRMAN. In other words, it is a rank and appointment to a position higher than their capacity would enable them to fill.

Secretary DANIELS. How are you going to promote them when they demonstrate that they are capable?

Dr. BRAISTED. I have been willing to let it remain this way, thinking at some time we would introduce the legislation which would correct that. Simply say that pharmacists who are promoted to these grades shall not be known as assistant surgeons, but as pharmacists with the rank of lieutenant.

Mr. BUTLER. Why not put it in now?

Dr. BRAISTED. It ought to be there now.

Secretary DANIELS. They ought not to be thrown out now, and some of them are excellent men, of real ability.

Dr. BRAISTED. I would like very much if we could sometime provide that pharmacists who are promoted to these ranks with other warrant officers shall be known as pharmacists with rank of lieutenant, or whatever the rank may be, in lieu of this language. That was really put in by people who did not agree that we should have this power of making anybody assistant surgeon except graduates of standard medical colleges.

Mr. BROWNING. If this is left in did you want to change the existing law regarding pharmacists?

Dr. BRAISTED. Yes, sir.

Mr. BROWNING. What is the use, if you take it out, of having this change regarding pharmacists?

Dr. BRAISTED. Because we do not think it is right to call a pharmacist an assistant surgeon. We can go on making them assistant surgeons without the law. If you introduce this clause we can not appoint them assistant surgeons, and they would not get their promotions unless you say, "pharmacists so promoted."

Mr. BROWNING. You want to say that in the bill and leave this in?

Dr. BRAISTED. Yes, if you leave that in and put the other in it will be all right.

Mr. BUTLER. Leave this in and add the words to it.

Dr. BRAISTED. That would be all right.

Mr. BUTLER. Then you can not hereafter appoint anyone in the Navy who is not a graduate of a medical college, and these men would have the opportunity to be promoted under the view which

the Secretary has; they may be promoted to another grade, but not that of assistant surgeon?

Dr. BRAISTED. Yes.

Secretary DANIELS. Why not leave all this out now, and let us take this up in the bill next year? There are probably a number of people who have been studying for years and are just on the eve of being appointed. You make this a prohibition against them in time of war.

Mr. BROWNING. I have no objection to leaving it out.

Secretary DANIELS. I earnestly recommend that you leave it out during the war. Then let us work out a plan in the future, because we could use them in the war, and probably a number of them have been studying and working up to where they would be appointed. It would be unjust to them to summarily deny them the promotion which present laws guarantee them. This is not the time for such legislation.

Dr. BRAISTED. Dr. Grady's case is a personal thing, and he has always had the same status that the dentist at West Point had, and the original law states that he is to have the corresponding rank, pay, and allowances as the senior dental surgeon now at the United States Military Academy. He will not have it unless you leave that, "Lieutenant commander and dental surgeon," in.

The CHAIRMAN. We put the two on an equality, and lieutenant commander leaves him on an equality.

Mr. BUTLER. We will have to put the word, "commander," back again.

Dr. BRAISTED. Yes.

The CHAIRMAN. I wanted to call attention to another matter. Under existing law with reference to the appointment of dentists it is provided that they shall have a probationary appointment for two years. This legislation leaves out that and provides for their appointment in an absolute or mandatory way at the beginning. Personally I have always believed that there ought to be a probationary period. We have it for lieutenants in the Marine Corps, I know.

Secretary DANIELS. You had it for chaplains, and it ought to be in this case.

The CHAIRMAN. And this leaves out the probationary appointment altogether. I wanted to ask the Secretary and Dr. Braisted what they had to say about that provision.

Dr. BRAISTED. In the Medical Corps we appoint everybody to the reserve corps and then when they have shown their ability they have their instruction and examination and are taken into the regular corps. That is the period of observation. We expect to do the same thing here.

The CHAIRMAN. Suppose you take into the reserve corps one man for three months and another man on probation for six months, who serves in the reserve corps, and another one for two years. You have no standard of probation.

Dr. BRAISTED. Well, no; we have not; but in war time of course we have to shorten up the probationary period of the reserve force men. We try to take from the existing reserve force for the permanent service men who have shown specific qualifications.

The CHAIRMAN. How can it hurt to appoint a man originally on probation for two years, if he makes good? Then commission him; and his commission dates back to the time of his appointment. If he does not make good, he can be dropped without being court-martialed. If he does not make good after he goes in under a permanent appointment, the only way you can get rid of him is to court-martial him.

Dr. BRAISTED. The only trouble is that it would be rather unjust in connection with all other officers, and particularly in war time. The war may be over in two years and there are many excellent men who are coming in and you hold a man in the lowest of all positions all during this time.

The CHAIRMAN. You can promote him temporarily.

Dr. BRAISTED. They might get temporary promotion in the reserve force; but that is the reason.

The CHAIRMAN. I have been sort of stuck on this thing of taking a fellow on trial for lieutenant in the Marine Corps and chaplain in the Navy and a medical officer in the Medical Service and trying him out for a couple of years. He gets a temporary commission to start with. He gets a permanent commission at the end of two years, and it is dated back to the time he went in, but if he does not make good all you have got to do is to give him a check for what is due him up to that time and let him quit; and the other way, if he does not make good you can only get him out by court-martial, and that is a pretty hard thing to do, to court-martial a fellow if he is anyways good.

Dr. BRAISTED. The only thing I can say to that is that we are pretty well pushed for officers, and it is war time and we have the necessary observation that we need to find out about these men before they come in.

The CHAIRMAN. But you take them into the Reserve Corps and keep them on probation there?

Dr. BRAISTED. Of course, we can make that less than two years. We can get them in for their course of instruction and observation and then recommend them for the permanent force.

The CHAIRMAN. Another phase of this legislation is that by legislation itself it grants a permanent commission to every man who is now in the service on probation. It does not ask you to exercise judgment with regard to these probationary fellows, but it covers them into the permanent service and directs commissions to be issued to them. I wanted to ask you what you have to say about that. This legislation provides that all that you have in the service now on probation shall have a permanent commission.

Dr. BRAISTED. Most of those men have been over a year in the service and we think we have had enough observation of those men to be able to determine their fitness.

The CHAIRMAN. Is there anybody in there that you are not willing to pass?

Dr. BRAISTED. We probably have.

The CHAIRMAN. This would put them in.

Dr. BRAISTED. I am not sure about that; we have not any that I know of that we do not consider fit, and besides they are subject to examination.

The CHAIRMAN. I am talking about that probation, about the men you have in probation now. When did you take in the last ones on probation?

Dr. BRAISTED. We have not taken any on probation since last September.

The CHAIRMAN. That is about eight months ago. Have you got anybody on probation that you would not be willing to pass?

Dr. BRAISTED. Not that I know of. Of course there might be someone, but not that I know of. That is, none of these men have done things that would make us believe that at this time they would not be worthy of consideration.

The CHAIRMAN. It is not a question of consideration; it is a question of commission. In other words, this legislation commissions them without your permission, or the approval of the Secretary; it just covers them in and directs that they shall receive a commission.

Dr. BRAISTED. Supposedly it takes men who have been a considerable time in the service.

The CHAIRMAN. It supposedly would take a man if he went in last week on probation.

Dr. BRAISTED. Yes; but as a matter of fact, it does not do that.

Mr. BROWNING. And it would take some men you might not want.

Dr. BRAISTED. We do not think that; for, of course, the bill provides that they be subject to examination which would include their general fitness.

Mr. BUTLER. Can you not take them all in through the reserve and leave those in the reserve that you do not care to promote?

Dr. BRAISTED. Yes; we can do that.

The CHAIRMAN. Not the men that they are going to take in from the reserve hereafter; but they have already during the last two years been taking men in on probation in the regular Medical Corps of the Navy. This legislation when it is signed by the President covers every one of those into the permanent service and terminates their probation.

Mr. BUTLER. This refers to a class I did not have in mind when I asked the question.

The CHAIRMAN. I am asking what they have to say about that class of legislation.

Dr. BRAISTED. These men have been a long time in the service. We think we have sufficient observation of them to be able to determine their qualifications for appointment, and in connection with this present legislation we expect that these men will come in through the reserve force as it is now, and we can establish whatever observation we think best.

The CHAIRMAN. You are speaking of dental men?

Dr. BRAISTED. Yes.

Mr. BUTLER. Have all those men of which the chairman speaks been graduated from some standard institution?

Dr. BRAISTED. They are all standard graduates, every one.

Mr. TALBOTT. But if they were not they would be covered into the service.

The CHAIRMAN. Have either you or the Secretary any further suggestions to make with reference to this legislation?

Secretary DANIELS. I have none.

Dr. BRAISTED. I have none, except I would be glad to go over the matter very carefully.

The CHAIRMAN. Doctor, we are very much obliged to you.

Now, Mr. Secretary, on page 4 there is a Senate amendment proposing to amend the patent law. How did that get into the naval bill?

Secretary DANIELS. Here is a letter from Assistant Secretary Roosevelt giving the reasons for that. I am not very familiar with it. In my hearings I will give the reasons for that and put the letter in, too.

The CHAIRMAN. All right.

(The letter above referred to is as follows:)

NAVY DEPARTMENT,
*Washington, April 20, 1918.*

MY DEAR SENATOR TILLMAN: This department is confronted with a difficult situation as a result of a recent decision by the Supreme Court affecting the Government's rights as to the manufacture and use of patented inventions, and it seems necessary that amendment be made of the act of June 25, 1910, entitled "An act to provide additional protection for the owners of patents of the United States, and for other purposes."

The case in which the court's decision was rendered is that of William Cramp & Sons' Ship & Engine Building Co., petitioner, *v.* International Curtis Marine Turbine Co. and Curtis Marine Turbine Co. of the United States, and the decision is, in effect, so far as it is of importance here, that a contractor for the manufacture of a patented article for the Government is not exempt, unless he is only a contributory infringer, from injunction and other interference through litigation by the patentee.

A prior decision of the Supreme Court, that in the case of Crozier *v.* Krupps, had been interpreted as having the opposite meaning and the department was able up to the time of the later decision, March 4 last, to proceed satisfactorily with the procuring of such patented articles as it needed, leaving the matter of compensation to patentees for adjustment by direct agreement or if necessary by resort to the Court of Claims under the above-mentioned act of 1910. Now, however, manufacturers are exposed to expensive litigation, involving the possibilities of prohibitive injunction, payment of royalties, rendering of accounts, and payment of punitive damages, and they are reluctant to take contracts that may bring such severe consequences.

The situation promises serious disadvantage to the public interests, and in order that vital activities of this department may not be restricted unduly at this time, and also with a view to enabling dissatisfied patentees to obtain just and adequate compensation in all cases conformably to the declared purpose of said act, I have the honor to request that the act be amended by the insertion of a proper provision therefor in the pending naval appropriation bill.

The changes desired are shown in the accompanying draft of provision, which would, if inserted in the naval bill, accomplish the desired result satisfactorily to the department, and favorable consideration of this matter is urgently requested.

Sincerely, yours,

FRANKLIN D. ROOSEVELT,
*Acting Secretary.*

Hon. BENJAMIN R. TILLMAN,
*Chairman Committee on Naval Affairs, United States Senate.*

I think Mr. Roosevelt's letter makes it perfectly patent that it is unwise for any patentee to have it in his power to delay in the slightest degree the production of war materials, particularly in time of war or national emergency, and it is my opinion that remedial legislation is necessary.

The CHAIRMAN. All right. Amendment 5, page 5; there is a general provision there making a general law:

The accounting officers of the Treasury shall relieve any disbursing officer of the Navy of responsibility on account of loss or deficiency while in the line of his duty, of Government funds, vouchers, records, or papers, in his charge, where such loss or deficiency occurred without fault or negligence on the part of the officer, but where he has been held responsible therefor: *Provided*, That the Secretary of the Navy shall

have determined that the officer was in the line of his duty, and that the loss or deficiency occurred without fault or negligence on his part: *Provided further*, That the determination by the Secretary of the Navy of the aforesaid questions and of any questions pertaining to the status or duty of any person in the naval service shall be conclusive upon the accounting officers of the Treasury.

Now, under existing practice the department refers to Congress these settlements and they are allowed or disallowed. It is proposed by this to give that authority to the Secretary to settle these.

Secretary DANIELS. At every session of Congress there are a number of claims, and this is proposed in order to adjust them. I think there are two sides to this legislation. I recommended it because it facilitates the settlement and the Government is protected by the provision that it must not have been through any laches or any fault or negligence on the part of the officers. Then the Secretary would be authorized to act without waiting for special legislation in each case.

The CHAIRMAN. Will you set out fully in your hearings the reasons, or file the letter which you seem to have there?

Secretary DANIELS. I have a letter here which I will put in the hearings. As far as I am personally concerned, I would prefer the law as it is, but it was intended to save a good many of these from going to Congress in order that the claimants might be relieved more promptly.

NAVY DEPARTMENT,
*Washington, April 1, 1918.*

MY DEAR SENATOR: In response to your oral suggestion to the Paymaster General, that general legislation would be desirable instead of special enactments for the relief from responsibility of Navy disbursing officers who, wituout fault on their part, had incurred deficiencies in Government funds, the following is submitted as a draft of legislation which would accomplish the desired purpose and would be favored by this department:

"The accounting officers of the Treasury shall have jurisdiction to relieve any disbursing officer of the Navy of responsibility on account of loss or deficiency while in the line of his duty, of Government funds, vouchers, records, or papers in his charge, where such loss or deficiency occurred without fault or negligence on the part of the officer, but he has been held responsible therefor: *Provided*, That the Secretary of the Navy shall determine whether or not the officer was in the line of his duty, and whether or not the loss or deficiency occurred without fault or negligence on his part: *Provided further*, That the determination by the Secretary of the Navy of the aforesaid questions and of any question pertaining to the status or duty of any person in the naval service shall be conclusive upon the accounting officers of the Treasury."

Officers of the Pay Corps of the Navy and pay clerks are required to give bond varying in amount, according to rank, from $5,000 for pay clerks to $25,000 for officers of the rank of lieutenant commander and above; and whenever the deficiencies in their accounts are due to embezzlement or fault on the part of the officer concerned, the sureties on the bond are called upon to make good the amount of the deficiency, and in the event that the sureties refuse to pay over the amount demanded, upon request, suit is brought against them under the direction of the Solicitor of the Treasury Department.

However, under existing law and decisions, bonded officers of the Navy are placed in the position of insurers of Government funds coming into their hands and consequently are held responsible, with few exceptions, for any loss or deficiencies in such funds, altogether regardless of the fact that such loss or deficiency may have been in no manner due to fault on the part of such officers.

By sections 145 and 147 of the Judical Code approved March 3, 1911 (36 Stat. 1136, 1137) it is provided that the Court of Claims shall have jurisdiction to relieve any disbursing officer of responsibility on account of loss, by capture or otherwise while in the line of his duty, of Government funds, vouchers, records, or papers in his charge, where such loss occurred without fault or negligence on the part of the officer, but he has been held responsible therefor.

This statute is rarely availed of by officers for the reason that, even if the desired relief from responsibility were certain to follow, recourse to Congress is a more desirable and just remedy.

In any case where loss or deficiency in Government funds is due to fault or negligence on the part of an officer of the Navy he is thereby subjected to a responsibility much more serious to him than the amount of money involved; that is, he is exposed to disciplinary action which may and has resulted in loss or rank, dismissal, or imprisonment. In these cases the Navy Department promptly takes steps to ascertain, through the medium of a court of inquiry or other investigation, whether or not the loss or deficiency was due to the fault or negligence of the officer concerned or of any other person in the naval service. Such proceedings should properly be made the basis of determining also the officer's financial responsibility, as it would obviously not be good administration to have different officials considering and possibly reaching different conclusions upon the question whether an officer was guilty of fault or negligence in any case, the conclusion of one being accepted as final for disciplinary purposes while the conclusion of the other would be equally final upon the question of financial responsibility.

The enactment of general legislation on this subject would appear to be desirable, as it would do away with the necessity for appeals to Congress for special legislation and would afford a quicker and more ready means of relief for officers who have incurred deficiencies in their accounts without fault or negligence on their part. However, as it is possible that there may be considerable delay in securing the enactment of such general legislation, it is hoped that the special provisions for the relief of individual officers, which have been recommended by the department and are now pending before Congress, may be expedited without waiting for the passage of general legislation.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

Hon. CLAUDE A. SWANSON,
*United States Senate.*

The CHAIRMAN. As a matter of fact, would not the investigation be by the subordinate officers in the department and the Secretary would not pass personally upon these things? He would not go into the investigation of the account of John Jones for $50 and of Bill Smith for $75?

Secretary DANIELS. Of course, it would largely depend upon the actual investigation by the head of the Bureau of Supplies and Accounts, and I would as a rule accept his investigation. In fact, I now rely largely upon the investigations of the bureau chiefs in presenting measures to Congress, but I always look over them and satisfy myself that a proper investigation has been made. As I say, this legislation might as well go in or be left out; it is a matter of whether you gentlemen wish these bills to come up to Congress or whether the Secretary is to pass upon them.

Mr. TALBOTT. I would like to have them left out.

Secretary DANIELS. I do not care to urge the adoption of that amendment at all.

The CHAIRMAN. Page 6, amendment 6, "The Secretary of the Navy is authorized hereafter, in leasing water-front property from any State or municipality, to provide, as a part or all of the consideration therefor, that improvements placed thereon by the United States shall become the property of the lessor upon the expiration of the lease or any renewal thereof." I understand that that is on account of the condition that exists in the city of New York?

Secretary DANIELS. Yes.

The CHAIRMAN. Assistant Secretary Roosevelt has sent down two letters on this subject heretofore, and I will ask to have them put in the hearing; they have never been printed heretofore.

(The letters above referred to are as follows:)

NAVY DEPARTMENT,
*Washington, March 6, 1918.*

MY DEAR MR. PADGETT: During the present emergency, due to the unprecedented demand for storage facilities, this department has found it practically impossible to obtain sufficient storage space to properly protect the immense quantities of supplies and provisions required to equip the greatly augmented naval forces. In order to meet this situation, it has been found necessary to lease land and piers at various points and to erect thereon buildings and structures in which to house these supplies, the leases providing that these buildings shall remain the property of the Government.

In conducting negotiations for the acquisition of these additional facilities it has developed in several instances that the department can obtain the use of very valuable water-front property at a nominal rental upon the consideration that the improvements to be erected by the Government shall revert to the owner of the premises. An arrangement of this kind would result in obtaining the most desirable property available for the purpose, would effect a saving in cost as compared with the abnormal rental value of similar property at the present time, and would give the department buildings adapted in every particular to meet its peculiar needs.

In one case now under consideration, the commandant of the New York yard requests permission to enter into an agreement with the city of New York covering the occupation of the pier north of the pier at the foot of West Ninety-seventh Street, North River, with adjacent bulkhead and upland, whereby the city would lease to the Government the property in question at a nominal rental of $100 per annum for such term as desired by the Government upon consideration that the improvements erected by the department shall, upon the expiration of its tenancy, revert to the city.

In view of the fact that the North River in the vicinity of Ninety-sixth Street is the anchorage for vessels of the cruiser force operating out of New York and for visiting naval vessels of our own Navy and the navies of our allies, being the base from which they operate, it is imperative that storage facilities be provided at this point to properly protect the large quantities of naval stores, supplies, and fresh provisions of all kinds distributed at this landing for the purpose of fitting out these ships. The department has in contemplation the erection of a building on this pier and upland that will not only accommodate these stores and provisions and prevent their loss or deterioration due to exposure but will, in addition, provide a shelter for the great number of officers and men going to and from their ships on shore leave at this anchorage while in port between voyages and whose health is now menaced by being compelled to wait in the open without protection in all kinds of weather.

It is further proposed to establish in this building the administrative headquarters of the force commander and his staff. The duties of this officer require him to remain in New York, but the services of his flagship are frequently required for escort duty. This necessitates constant moving of the staff and office force, together with equipment and extensive files, from one ship to another. There is not always available a suitable vessel and even under the most favorable circumstances it is difficult to carry on the administrative work of a large transport line in the restricted office space aboard ship and this frequent moving increases the difficulties. A permanent office, equipped with telephone and long-distance telephones, will eliminate the frequent interruptions and prevent the tendency toward temporary disorganization incident to moving; will be more efficient, more businesslike, and provide direct communication with the Navy Department, the Hoboken docks and navy yard that is absolutely necessary to obtain quick action and speed up the work of the transport force.

The fair rental value of the pier in question in normal times would be at least $20,000 a year, and, due to the existing demand for property of this nature, its value at the present time would doubtless be greatly increased. There is no suitable property in the vicinity that will answer the department's purposes, and I am of the opinion that it would be of advantage to the Government to enter into the agreement proposed, i. e., the city of New York to lease the property at a nominal rental of $100 a year, in consideration of which rental the Government will agree to turn over to the city at the termination of the lease such improvements as may be constructed by it on the property in question. A number of other propositions embodying practically similar conditions have also been submitted to the department for its action.

There is considerable doubt, however, as to whether the department may legally enter into an agreement providing for the disposition of public property other than by public sale, and in order that no question may be raised as to the legality of such procedure, I have the honor to request, if you deem such action not inappropriate, that a clause be inserted in the pending naval appropriation bill authorizing the

Secretary of the Navy to enter into leases of this character. The draft of a clause that it is believed will be sufficient for the purpose is inclosed for the convenience of the committee.

As these storage facilities are an indispensable requirement to the expeditious and efficient outfitting of the naval forces, are urgently needed to care for the increased deliveries of supplies and equipment, and can be acquired most satisfactorily and promptly in the manner suggested above, I respectfully urge that the matter receive the favorable consideration of the committee and that the requisite authority be granted.

A duplicate of this letter and of its inclosure has this day been transmitted to the Senate Committee on Naval Affairs.

Sincerely, yours,

FRANKLIN D. ROOSEVELT,
*Acting Secretary.*

Hon. L. P. PADGETT,
*Chairman Committee on Naval Affairs,*
*House of Representatives.*

DRAFT OF CLAUSE PROPOSED FOR INCLUSION IN THE NAVAL APPROPRIATION BILL.

The Secretary of the Navy is authorized hereafter, in his discretion, in leasing property not owned by the United States to provide, as a part or all of the consideration therefor, that improvements placed thereon by the United States shall become the property of the lessor upon the expiration of the lease.

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NAVY DEPARTMENT,
*Washington, March 8, 1918.*

MY DEAR MR. PADGETT: With further reference to my letter of the 6th instant requesting authority to incorporate in leases executed by the department a provision that, as a part or all of the consideration therefor, improvements placed on the property by the United States shall revert to the lessor upon the expiration of the lease, I have the honor to submit the following additional information, viz:

In the particular instance cited in the letter referred to covering the pier and adjacent upland at the foot of West Ninety-seventh Street, New York, the permit issued by the city of New York covering the Government's occupation of these premises covers the term beginning January 1, 1918, and ending June 30, 1918, and provides further that it "is thereafter to be renewed from year to year on the same rental basis as herein specified so long as your department may require the use of the premises." This property was taken on the basis of an annual tenancy for the reason that it is contemplated to pay the rental money specified from an annual appropriation that is only available for the fiscal year.

There are no other storage facilities that may be procured by the department at this anchorage and the city has no funds that may legally be expended for the purpose of erecting a building on this site. It was therefore proposed in order to provide the Government with the space it so urgently required, that the city lease to the United States the site for a nominal consideration, $100 a year, the department to construct on such site a building suitable for its needs, and, as consideration for the use of this property, agree that the improvements constructed by the Government should revert to the city.

The building proposed to be erected on this site with the necessary equipment is estimated to cost $60,000, and as the present rental value of the property is greatly in excess of $20,000 a year and the commandant of the New York yard reports that the United States will require its use for a considerable period after the termination of the present war, it is believed that the Government will receive full compensation from the city for the value of the improvements contemplated to be turned over to it.

It may be added that the commandant further reports that unless this building is provided at the Ninety-sixth Street anchorage it will be necessary to station a ship at that point to furnish the necessary accommodations and that the cost of maintaining such a ship would be many times greater than the cost of the building and pier proposed.

There are inclosed for the information of the committee copies of the permit dated December 29, 1917, and of reports by the commander of the cruiser force and the commandant of the New York yard showing the necessity for entering into the arrangement in question.

A lease in somewhat similar terms is contemplated covering land owned by the city of New York on Gowanus Bay, South Brooklyn, on which it is desired to erect store-

houses. Full and specific data on this project will be submitted personally to the committee by Admiral Parks, Chief of the Bureau of Yards and Docks, who has cognizance of this matter.

The increasing development of the naval forces required by the activities of the war render it probable that similar instances are likely to arise in the future where the department, in order to obtain necessary facilities, would be obliged in renting private property where the owner is not in a position to do so, to make such repairs as are required to adapt it for its uses. It is believed that if the department has the authority to negotiate with owners on the basis that these repairs shall represent the consideration for the Government's occupation of the property such procedure will often result in a considerable saving due to the abnormal rental values now existing. For this reason it is believed that general legislation of the kind suggested in my letter of the sixth instant will in reality be of advantage to the public interests and it might be stated that the department has no objection, if the committee deems proper, to having this legislation limited to the duration of the war.

Sincerely, yours,

FRANKLIN D. ROOSEVELT,
*Acting Secretary.*

Hon. LEMUEL P. PADGETT, M. C.,
*Chairman Committee on Naval Affairs,*
*House of Representatives.*

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DEPARTMENT OF DOCKS AND FERRIES,
OFFICE OF THE COMMISSIONER, PIER A, NORTH RIVER,
*New York, December 29, 1917.*

Rear Admiral NATHANIEL R. USHER,
*Commandant United States Navy Yard, Brooklyn, N. Y.*

SIR: Permission is hereby granted the United States Government (Navy Department) to use and occupy the pier north of the pier at the foot of West Ninety-seventh Street, North River, having a width of 43.8 feet, with a length of 308.17 feet on the north side and a length of 305.36 feet on the south side, together with bulkhead 77.63 feet in length extending from the southerly side of the said pier to the northerly side of the pier at the foot of West Ninety-seventh Street, and together with the upland in rear of said pier and bulkhead extending easterly to the westerly line of Twelfth Avenue, the said pier having an area of 13,435 square feet and the said upland having an area of 12,550 square feet.

Permission is also hereby granted to erect over the said pier and upland area such buildings and structures as your department may require; the buildings and structures to be erected under the supervision of the chief engineer of the department of docks and ferries, and in accordance with plans to be structurally approved by him. All such buildings and structures erected under this permit shall revert to and become the property of the city of New York upon the surrender by the Government of the rights granted under this permit.

Rental is to be at the rate of $100 per annum, payable monthly at the end of each month to the department of docks and ferries at the office of the commissioner of docks at Pier A, North River, the rental being fixed at this rate in consideration of the fact that the buildings and structures to be erected by you under this permit are estimated to cost the sum of $60.000.

This permit begins January 1, 1918, and will run to June 30, 1918, and is thereafter to be renewed from year to year on the same rental basis as herein specified, so long as your department may require the use of the premises.

It is understood that the two naval floats heretofore loaned by this department to the United States Navy shall continue to be so loaned in connection with the occupancy of said pier, bulkhead, and upland property for which permit is herein granted.

This permit will be transmitted by this department to the commissioners of the sinking fund for approval of its terms and conditions, as required by the city charter.

Very truly, yours,

R. A. C. SMITH,
*Commissioner of Docks.*

DECEMBER 31, 1917.

Approved.

N. R. USHER,
*Rear Admiral, United States Navy,*
*Commandant Navy Yard and Station.*

UNITED STATES NAVY YARD,
*New York, N. Y.*

From: Commandant.
To: Secretary of the Navy.
Subject: Permit, December 29, 1917, by commissioner of docks, city of New York, to use pier north of pier at foot of West Ninety-seventh Street, North River.
Reference: (*a*) Letter of Acting Secretary 5303-336: 1-S/Lz/M1 of January 26, 1918.
Inclosure: (A) Copy of letter Cruiser Force -0-5(101)1 (AHM), February 1, 1918.

1. Replying to inquiries in above-referenced letter, the yard incloses herewith a copy of letter received from Admiral Albert Gleaves, commander of the cruiser force, which explains the urgent need for the use of the pier and building for which it is proposed to be used, to which the commandant wishes to add that unless this pier and building are provided it will be necessary to station a ship at this point to provide the necessary accommodations, and calls attention to the fact that the expense of maintaining such a ship would be many times greater than the cost of this building and pier under the arrangements, approval of which is requested.

2. The building proposed to be erected on this site with necessary equipment will cost approximately $60,000.

3. A careful and thorough investigation of rental value of other piers of equal size in this vicinity shows that a fair rental value of this pier would be at least $20,000 per year in normal times. Its rental value at the present time is extremely problematical, but would undoubtedly be very much greater than its normal value. In view of all of the above and a fact that this pier and building will be required for a considerable period after the termination of the present war, approval of this project is earnestly recommended.

N. R. USHER.

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CRUISER FORCE, UNITED STATES ATLANTIC FLEET,
U. S. S. "HUNTINGTON," FLAGSHIP,
*February 1, 1918.*

From: Commander, cruiser force.
To: Commandant, Navy yard, New York, N. Y.
Subject: Permit, December 29, 1917, by commissioner of docks, city of New York, to use pier north of pier at foot of West Ninety-seventh Street, North River.

1. Returned.

2. The proposed building is urgently needed to fill certain very definite requirements which materially affect in several ways the efficiency of the cruiser and transport forces. Of these requirements the most pressing are:

(*a*) Suitable protection from the weather at the naval landing North River, New York, for officers and men of the cruiser force and naval vessels of our allies.

(*b*) Protection for naval supplies, stores and fresh provisions delivered to the naval landing, North River, New York.

(*c*) Emergency office space for carrying on the administrative work of the cruiser and transport forces during the absence of the flagship.

3. The North River in the vicinity of Ninety-sixth Street is the anchorage for vessels of the cruiser force operation out of New York and for visiting naval vessels of our own Navy and of the navies of our allies. It is, in effect, the naval base from which they operate. There are large numbers of officers and men going to and from their ships on shore leave at this anchorage while in port between voyages. There is no shelter of any kind for men waiting for liberty boats and their frequent exposure to cold and wet weather constitutes a real menace to their health.

4. Naval stores, supplies and fresh provisions are delivered in large quantities at this landing and no protection from the weather is provided nor facilities for receiving, and storing materials. Such facilities are greatly needed.

5. The duties of the force commander require him to remain in New York with his staff. The services of his flagship are required for escort duty and she takes her regular turn. This necessitates frequent moving of the staff and office force, together with equipment and extensive files, from one ship to another. There is not always a suitable vessel present. At best it is difficult to carry on the administrative work of a large transport line in the restricted office space aboard ship. The frequent moving further increases the difficulties. A permanent emergency office equipped with telegraph and private long-distance telephones and kept in partial commission ready for instant occupancy when required will eliminate the frequent interruption and prevent the tendency toward temporary disorganization incidental to moving, will

be more efficient, more businesslike, and provide direct communication with the Navy Department, Hoboken docks, and the navy yard that is absolutely necessary to obtain quick action and speed up the work of the transport force.

6. The need for the proposed building is immediate and urgent.

ALBERT GLEAVES.

The CHAIRMAN. Mr. Hulbert, commissioner of docks and formerly a Member of the House, came to see me about this, and he states there was something in the charter of the city of New York that requires that if they lease property it must be on condition that the improvements placed thereon shall remain and revert to the city of New York. I would be glad if you could put in the hearings the exact authority with reference to that.

Secretary DANIELS. I will include a letter I have from Mr. Hulbert on the matter.

DEPARTMENT OF DOCKS AND FERRIES,
OFFICE OF THE COMMISSIONER,
*New York, April 25, 1918.*

Hon. JOSEPHUS DANIELS,
*Secretary of the Navy, Washington, D. C.*

DEAR SIR: Among the parcels of city property used and occupied by the United States Navy Department are the following:

Pier north of the pier at West Ninety-seventh Street, together with the adjoining bulkhead and 12,550 square feet of upland with permission to erect thereon buildings and structures which "shall revert to and become the property of the city of New York upon the surrender by the Government of the rights granted under this permit."

Rental, $100 per annum; "rental being fixed at this rate in consideration of the fact that the buildings and structures to be erected by you (permittee) under this permit are estimated to cost the sum of $60,000."

Pier 72, East River, foor of East Twenty-fourth Street. Rental, $30,000 per annum; "it being understood and agreed that the first monthly installment of rent hereunder is to be in the amount of $6,000," the understanding being that the Navy Department make certain improvements to the property, which shall come into the possession of the city at the termination of the lease.

In the early part of the present year negotiations were commenced by a representative of the Navy Department for the use of the piers at Thirty-third and Thirty-fifth Streets, South Brooklyn, the adjacent bulkheads and a portion of the marginal wharf, street, or place in the vicinity of these piers.

On February 6, 1918, the commissioners of the sinking fund of this city adopted a resolution approving of and consenting to the execution by the commissioner of docks of a lease to the United States Government of the property above referred to. This lease was executed by me and taken to Washington by a representative of your department for execution by the proper naval authorities.

This lease, approved by the New York City authorities, contained the following clause:

"12. The lessee shall erect upon the upland above described permanent buildings in accordance with plans and specifications to be submitted to and approved by the commissioner of docks. Said buildings shall be and become the property of the city of New York at the expiration or sooner termination of the lease, with the understanding, however, that the lessee shall have the right to remove all machinery, equipment, and apparatus from the building except such as the removal of will tend to disfigure or injure the structures."

The lease in the form thus approved by the commissioners of the sinking fund was not executed by the Navy Department but in lieu thereof a different form of lease was presented by the representative of your department, separated into two instruments, one for the two piers and the other for the marginal way area. These forms, it was stated, had been approved by the Solicitor General of the Navy Department and all leases must be drawn in conformity therewith.

In the form thus approved by the Solicitor General, the provision above quoted relating to the ownership of the buildings at the expiration of the lease was stricken out and other changes made with regard to repairs, rebuilding and dredging, which other modifications, however, I understand are not considered material by your department and will be changed so as to conform to the lease of February 6.

Since the execution of the February 6 lease, the area between Twenty-eighth and Thirtieth Streets, occupied by the Tide Water Paper Mill Co. and the United States

Steel Products Co., was eliminated through arrangements with the Navy Department and there was added certain property on the south, extending between Thirty-fifth and Thirty-eighth Streets.

The only question in dispute, therefore, is the matter of the ownership of the buildings. During the course of these negotiations, your department has gone ahead and erected buildings, some of which are practically completed. Such buildings erected on property belonging to the city belong, as you know, to the owner of the property, but everyone appreciates the necessity for haste in the erection of buildings and there is no disposition on the part of city authorities to take any advantage in the situation.

The facts, however, are these: The city has agreed to lease to the Federal Government, through your department, certain land at about one-half the rent which could be obtained from others, and one of the considerations for this large reduction in rent was the ownership of the buildings at the termination of the lease, and this consideration was insisted on by the city authorities in all of the negotiations with the representative of your department, and is perfectly satisfactory to all the officials of your department as a business proposition. It was agreed to in the case of West Ninety-seventh Street and East Twenty-fourth Street property, which is first above referred to, and the only obstacle in the way of consumating the lease now under consideration is the objection of the Solicitor General from a legal standpoint.

Under the peculiar circumstances attending this case, will you not make a request to the Senate Committee on Naval Affairs to amend the naval appropriation bill so as to provide that in leasing water front property owned by the city of New York, the Secretary of the Navy may agree, as part of the consideration, that improvements erected upon the land shall become the property of the city at the expiration or sooner termination of the lease.

Yours, very truly,

MURRAY HULBERT,
*Commissioner of Docks.*

The CHAIRMAN. I wanted to call attention to some investigation that I made in reference to that matter, and it is a pretty serious one from both angles. For instance, at Thirty-third and Thirty-sixth west on Second Avenue, Brooklyn, N. Y., they are putting up some improvements there, the total cost of which is $512,000. At the foot of Ninety-seventh Street and North River, New York City, Ninety-sixth Street Anchorage, they are putting up an improvement there at a cost of $60,000.

Mr. BROWNING. What kind of improvements are they?

The CHAIRMAN. They are building various things.

Secretary DANIELS. Most of our supplies went abroad from there.

The CHAIRMAN. When you come over to Thirty-fifth and Thirty-seventh Streets, New York City, brick buildings, steel trusses 300 by 375 feet, cost $270,000. At Clinton Avenue and Flushing Avenue, New York City, five temporary wooden buildings, three of which are 100 by 175, one 600 by 35, and one 150 by 35, at a cost of $165,000. Then, the Naval Reserve training camp, Pelham Bay Park, N. Y., 200 temporary wooden buildings, at a cost of $2,000,000. Training camp, City Park, New York, 20 temporary wooden buildings, cost $4,000,000; Coastal Air Station, Rockaway Beach, N. Y., cost $500,000; Twenty-eighth and Thirty-third Streets west on Second Avenue, Brooklyn, N. Y., $600,000 is estimated.

Secretary DANIELS. And still we are so congested in that port that the Bureau of Supplies and Accounts has been earnestly urging the construction of a building there to cost $2,000,000.

The CHAIRMAN. The question I wanted to get was a full explanation of the policy of turning over to the lessor all of these improvements, either as a part or as a whole of the rental or lease consideration.

Mr. BROWNING. These are all on rented grounds?

The CHAIRMAN. Yes, sir.

Secretary DANIELS. I have here a memorandum from the solicitor on the subject, which I will insert in the hearings.

Memorandum for Secretary Daniels.

There is attached hereto copy of letter dated April 25, 1918, from Murray Hulbert, commissioner of docks, city of New York, which is undoubtedly the letter referred to in the hearings.

The lease for Pier 72, referred to in Mr. Hulbert's letter, contains a provision in paragraph No. 1 providing for a rental at the rate of $30,000 a year, "it being understood and agreed that the first monthly installment of rent hereunder is to be in the amount of $6,000 and that the remainder of the rent during the first 12 months of the term hereunder is to be in equal monthly installments of $2,181.81 $\frac{8}{11}$ each; thereafter the equal monthly installments to be at the rate of $2,500 each."

This lease, at paragraph No. 10, contains a further proviso "that the lessee (the United States) shall have the further right to install such appliances, fittings, temporary superstructures, etc., as may be necessary or desirable, and that any improvements placed in or upon said premises by the lessee and not so fixed as to be made a part thereof shall be and remain the property of the lessee and shall be removed by the lessee at its sole cost and expense upon the termination of this lease."

At the time of the execution of this lease it was the understanding that the first monthly installment of rent in the amount of $6,000 was to be paid the city in order that the city might make certain needed improvements to the property.

The lease dated May 1, 1918, with the city of New York, covering the city piers at the foot of Thirty-third and Thirty-fifth Streets, Brooklyn, together with certain parcels of upland to the rear of these piers, provides for a total annual rental in the amount of $414,108.30. The lease, in paragraph No. 1, also contains the following provision in respect to the consideration to be made by the United States for its occupancy of this property: "And as a further consideration the lessee (the United States) may erect on parcels B, C, D, and E certain buildings in accordance with plans and specifications to be submitted to and approved by the commissioner of docks, with the understanding, however, that the lessee shall have the right upon the expiration or sooner termination of this lease to remove all machinery, equipment, and apparatus from the buildings, except such as the removal of which would tend to disfigure or injure the structure."

It will be noted that while the United States is given the right to and has in fact erected buildings on this particular leased property, the lease does not provide in terms that the title to such structures will become the property of the city of New York upon the termination of the lease.

This lease, at paragraph 9, contains the following additional proviso with respect to structures to be erected thereon by the lessee: "That it (the lessee) will not erect nor maintain nor permit to be erected or maintained upon the property demised structures of any kind without the consent in writing of the commissioner of docks; that it will remove any and all structures erected upon said premises under permit of the commissioner of docks within twenty-four hours after the service of notice so to do; and in case of its failure to remove the same within the time designated for such removal the commissioner of docks is authorized to remove such structures and the lessee shall pay the cost of such removal and the storage thereof: *Provided, however*, That this covenant shall not apply to any structures erected under and by virtue of any specific consent granted or authority conferred by the commissioner of docks."

Under a lease dated April 29, 1918, the department leased from the State of New York 20 acres on Wards Island, to be used for the erection and maintenance of an emergency hospital. This lease is "for a term not to exceed two years beyond the termination of the present war." For this lease the United States is to pay the nominal annual rental of $1, and "it is further agreed upon the part of the party of the second part, as a further consideration for this lease, that at the expiration of said term hereinbefore provided for it will surrender possession of said premises and leave thereon all buildings, structures, and improvements placed thereon by the said second party (the United States) and turn the same over to the party of the first part (the State of New York) in the same condition that they may be in at the time of such surrender therein and clear of all incumbrances and without charge against the State of New York and without reimbursement by the State of New York to the party of the second part for any of said building or buildings, structures, or improvements that may have been erected, constructed, or placed thereon by the party of the second part during its occupancy of said premises."

In advising the State officials of the execution of this lease the department informed them that although the period of the lease is only to extend for two years after the termination of the war it is, nevertheless, the department's understanding that "the Navy is to be permitted to continue in occupation of the premises for such longer term as the necessities of the service may require."

It has been the general policy of the department in the execution of leases, particularly where the compensation recited in such leases is to be paid from an appropriation other than a purely war emergency appropriation, to provide that the United States shall have the right to erect on the premises "temporary structures," and that it shall have the further right upon the termination of the lease to remove such structures.

This general policy is based on the theory that in the absence of statutory authority to the contrary the department is not authorized to enter into an agreement under which the title to improvements made by the Government on leased property may be transferred to the lessor.

This particular question has been before the Court of Claims in a case involving the land leased for military purposes, wherein the property was rented for a nominal consideration on condition that on the expiration of the lease the lessor should have all improvements made thereon by the Government. In construing this question the Court of Claims (18 C. Cls., 352, 355) says:

"Supposing the lease to have been executed by an officer or agent of the Government, whence came the authority of any such to stipulate that at the end of the demised term or whenever before that time the Government should abandon the demised premises, all the improvements made thereon by the Government should revert to the lessor? To ask this question is to answer it. No such authority exists nor could ever have existed in any officer or agent of the Government, except under an act of Congress; for it is only Congress that can authorize the alienation of Government property. (U. S. *v.* The Nicoll, 1 Paine, 646.)"

The court further says:

"It is needless to say that there is no pretense that any such act authorized this provision in the so-called lease. The provision is therefore a sheer nullity, and as the whole case rests upon it it follows that it rests upon nothing and therefore can have no sort of standing in this court."

The department, in addition to the leases referred to above, affecting property in the city of New York, has entered into other leases for a nominal consideration with the understanding that certain improvements to the property in the nature of filling and dredging that was necessary to be done before the property could be used for military purposes was to be done at the expense of the United States. Improvements of this character are such as add a permanent value to the land and further are of such a character as could by no possibility be removed by the Government at the expiration of the lease.

In order to clear up the doubtful questions of the Government's right to contract as it has with the city of New York in reference to the disposition of the improvements made on the leased property by the United States, it is believed that it would be of undoubted advantage to the United States if the Secretary is given the right as proposed in the Senate amendment to the naval bill to negotiate for the lease of property with the stipulation that improvements thereon in his discretion are to be transferred to the lessor in part or in full payment of the consideration to be made by the United States for the leasing of the property. If this proposed amendment is to be retained, it should be in general terms and should not be limited to the city of New York.

Respectfully submitted.

GRAHAM EGERTON,
*Solicitor, Navy Department.*

Mr. BUTLER. What about a conflict of authority between the State and the Government?

The CHAIRMAN. The Government could commandeer them.

Mr. BUTLER. But there is no provision made for the condemnation of the property by the Government. It is simply declaratory of the purpose of the Government to retain the title to the improvements placed on the property?

The CHAIRMAN. No; the Federal Government surrenders the property to the local government.

Mr. BROWNING. If the Federal Government bought those properties, they would have to pay something for them.

The CHAIRMAN. They could commandeer the use of them.

Mr. BUTLER. Why do we surrender? Why do we surrender to the State this personal property?

The CHAIRMAN. This amendment as it was reported out by the committee applied alone to the city of New York.

Secretary DANIELS. Yes; that is the one I recommended.

The CHAIRMAN. Mr. Roosevelt has recommended both. He recommended this general provision, then I called his attention to it and he recommended New York, and the Senate committee reported out New York, and then on the floor it was asked why not make it universal, and they proceeded to make it universal. I understand that only the city of New York has a requirement of that kind. I would be glad if you would put a full statement of that in and give the reasons and the necessity for it, and what will be your status with reference to these properties if this authority is not given.

Secretary DANIELS. I think Mr. Hulbert's letter and the solicitor's memorandum will clarify the matter.

Mr. BUTLER. As the law now is, if we attempt to recover our own property, would it not conflict with the State authorities?

The CHAIRMAN. It is the city of New York and not the State; the charter of the city of New York requires that, I understand.

Mr. BUTLER. How many millions of dollars did you read in that statement?

The CHAIRMAN. Seven or eight millions, or perhaps nine or ten.

Mr. TALBOTT. But as long as we hold the property we have the improvements.

Secretary DANIELS. I will give all the reasons when I go over the record.

The CHAIRMAN. I want to call attention to Senate amendment No. 7, on page 6:

> That hereafter the Secretary of the Navy is authorized to cause vessels under his control adapted to the purpose to afford salvage service to public or private vessels in distress: *Provided*, That when such salvage service is rendered by vessels specially equipped for the purpose or by a tug, the Secretary of the Navy may determine and collect reasonable compensation therefor.

I have a letter from Mr. Roosevelt on that subject. A party came in to see me and asked me if that would interfere or was intended to curtail or interfere with the Revenue-Cutter Service as it is now formed, where they go out and take care of and save and salvage vessels upon our coast.

Secretary DANIELS. In no sense. We now have taken over what formerly belonged to the private salvage companies and this would enable a charge to be levied when these ships undertake the salvage of private vessels, but it would not limit at all the service heretofore rendered by the Coast Guard.

The CHAIRMAN. It would not interfere and is not intended to interfere with the operation of the Revenue-Cutter Service in the service that they are rendering to the shipping trade and the saving of lives and the salvage of vessels?

Secretary DANIELS. Not in the least.

(The letter of Acting Secretary Roosevelt relating to the above matter is as follows:)

NAVY DEPARTMENT,
*Washington, May 3, 1918.*

MY DEAR MR. PADGETT: As a war measure the Navy Department is arranging to send abroad for service in the war zone a number of salvage vessels with the necessary equipment and personnel. In order to provide and equip these vessels without interfering with the protection of shipping on the Atlantic coast, it is found necessary to take over the equipment and personnel of a number of the salvage companies operating in this country. A result of these steps will be that an important part of the salvage work on the Atlantic coast will shortly require to be undertaken by Government vessels in order that adequate protection may be afforded shipping.

The rescue work hitherto undertaken by naval vessels has been without charge, this service being rendered only in an emergency and as an incident to their regular operation. For the service, however, of such naval vessels as are especially equipped for salvage work and for the service of Government tugs that may be used in connection with such vessels, it is considered that the Government is justified in making a reasonable charge for services of this character.

In view of the foregoing and in order that there may be no question as to the right of the Secretary to perform services of this character to nonpublic vessels, and also to make reasonable charges for such services, I have the honor to recommend that an appropriate amendment be made to the naval bill now before the House to accomplish this purpose.

For your convenience in the matter, there is inclosed herewith a draft of an amendment it is believed is satisfactory. It is suggested that this proposed amendment might properly be inserted at line 9, page 4, of the bill, H. R. 10854, Senate print, dated April 22, 1918, after the words "Pay, miscellaneous".

A duplicate of this letter and its inclosure has this day been sent to the chairman of the Senate Committee on Naval Affairs.

Sincerely, yours,

FRANKLIN D. ROOSEVELT,
*Acting Secretary.*

Hon. LEMUEL P. PADGETT,
*Chairman Committee on Naval Affairs,*
*House of Representatives.*

The CHAIRMAN. I call your attention to Senate amendment No. 10, on page 8.

Mr. BROWNING. What about amendment No. 8, on page 6?

The CHAIRMAN. That is just a bookkeeping matter. Senate amendment No. 10, on page 8, for the Aircraft Service, increasing the appropriation from $188,000,000 to $220,000,000—in other words, an increase of about $32,000,000. The original estimate that was sent down by the department was $94,000,000. Capt. Irwin came before the committee and stated that subsequent events had shown in the development of the service that they ought to have $188,000,000. We gave him the exact amount that he said they needed and estimated for. Now, they are adding $32,000,000. I understand, informally, that they had submitted to you an estimate of sixty-odd millions and that you had cut it down to the thirty-two millions. I wish you would tell us and give us such information as you have as to that increase of thirty-two millions.

Secretary DANIELS. Mr. Chairman, every 90 days there is so much development in aircraft that any recommendation you make for to-day, 90 days hence you find you must increase it. For example, we are building now a fighting plane to cost about $40,000. When I made my original estimate $20,000 was the highest for a fighting plane.

The CHAIRMAN. They were paying $42,000 when Capt. Irwin appeared before the committee—$30,000 for the plane and $12,000 for the two engines.

Secretary DANIELS. We found at that time that we had to induce manufacturers to make aircraft and we could not give as many

contracts as we desired. In other words, the companies could not produce as many aircraft as the General Board and Operations said we needed. Later we found we could. The facilities have improved so rapidly in building aircraft that we can go further now and get more machines, which 90 days ago we did not suppose we could obtain. They tell me that across the water the machine that to-day is regarded as the best machine may in six months, or sometimes less, be obsolete, they are so much improved. You take our Liberty motor, which was thought to be a very good one when it would make 300 horsepower, and now they are making 400 horsepower; and everything is expanding on such a scale that really if this bill should not pass in 90 days, if the expansion goes on and the cost increases and the facilities to furnish machines increase in the same proportion, we would probably have to come and ask for another appropriation. I confess that I would like to make an estimate that I could stand by, but in this new air service we find that in order to keep up we must spend more and more money.

The CHAIRMAN. For the reasons you have stated you think this $220,000,000 is needed?

Secretary DANIELS. I think it is essential.

Mr. TALBOTT. All you are talking about now are in the Navy?

Secretary DANIELS. The Navy entirely.

The CHAIRMAN. Now, I call your attention to Senate amendment No. 18, page 10. It is a small matter, but it opens up a policy. Under the contingent appropriation there is a provision of $20,000 for ferriage, continuous-service certificates, discharges, good-conduct badges, and medals for men and boys. That always related to the men in the service. It says, "including civilian employees." Personally, I do not think it is a good policy to attempt to be giving certificates and medals and discharges and things of that kind to civilian employees.

Secretary DANIELS. On first blush I would agree with you, but here are the facts. Sometimes the men in the navy yards and the navy stations render conspicuous and heroic service. Why should they not be rewarded? Here is a letter I wrote about that:

MAY 14, 1918.

MY DEAR SENATOR TILLMAN. In our larger industrial yards where there are several thousands of civilian employees it has frequently occurred that an act of some employee has resulted in the saving of life or property, or both, and in many cases under circumstances involving great risk of life or limb. Conspicuously heroic deeds of this kind are worthy of some fitting recognition other than a letter of praise and commendation, and it is my feeling that in cases of extraordinary heroism suitable medals should be awarded, as is the practice where deeds of gallantry are performed by naval men. That this may be done I respectfully recommend that after the word "boys," in line 1, page 10, of the committee's second draft of the bill, a comma be inserted followed by the clause "including civilian employees."

Very sincerely,

JOSEPHUS DANIELS.

Hon. B. R. TILLMAN,
*Chairman Committee on Naval Affairs, United States Senate.*

The CHAIRMAN. Does it not open a door there; if you give it to one man the next fellow will think he does something that will be just as deserving?

Secretary DANIELS. I think we might change this with reference to civilian employees by limiting it to those who render some conspicuous service by putting their life in jeopardy to save life or property.

The CHAIRMAN. In the broad language put in here, it is just to give authority to give badges and medals and things without restriction.

Secretary DANIELS. I think it should be changed to say, "civilian employees who render conspicuous service by putting their life in jeopardy to save life or property." I think they ought to have medals for such heroism.

The CHAIRMAN. I am talking about the language as it is here.

Secretary DANIELS. I think it is too broad as put in here.

Mr. BROWNING. Amendment No. 17 on page 10 is a pretty big increase, striking out $5,100,000 and putting in $12,000,000.

Secretary DANIELS. Yes, that is large, but we are running behind. Our expenses for transportation now are over $800,000 a month, and if this rate is maintained in the future, as it seems at present it will, it will increase more and more. The Bureau of Navigation is likely to require a million dollars a month to pay the bill as we are increasing the number of men very largely now. We must transport them from San Diego to New York, and from Denver to New York. It is a very large sum of money, but we were spending $800,000 a month two months ago, I expect we are spending $900,000 a month now, and the probabilities are that we will spend a million dollars a month next year.

Mr. BROWNING. That was on April 20, and on May 22 this bill passed the Senate and more than doubled what we gave.

The CHAIRMAN. We had our hearings a couple of months before the bill was passed.

Mr. BROWNING. But the bill was printed and we could have gotten supplementary estimates.

Secretary DANIELS. That is true, and yet developments occur so rapidly that we are incurring deficits all the time.

Mr. BROWNING. I have never been one to hold up appropriations, but it seems that an increase to over double was very great in that time.

Secretary DANIELS. The bureau did not foresee what it was going to cost. Moreover, the increased railroad rates will still make it higher.

The CHAIRMAN. Does the Government have to pay the increased rates?

Secretary DANIELS. That is my understanding. The railroads, I think, have given a rate of 1 cent a mile to all men in the Army and Navy and Marine Corps who are on leave, so as to enable them to visit their homes, but they charge the department the regular rate.

Mr. BROWNING. When was that done?

Secretary DANIELS. I am not certain of the date. The director general wrote me about it the other day. I do not know the exact date it goes into effect. We appointed officers to take the matter up with the Treasury and to work out a plan.

The CHAIRMAN. That 1 cent a mile does not apply to the Navy or the recruiting or transportation?

Secretary DANIELS. No; it only applies to individuals on leave.

Mr. BROWNING. Does it not apply to the men in the Navy who happen to be on leave?

Secretary DANIELS. To the men on leave.

Mr. BROWNING. I mean, a man in a cantonment who wants to go home.

Secretary DANIELS. It applies to him; yes. He gets a statement from his officer and that insures him the rate of a cent a mile.

The CHAIRMAN. But the Government does not pay that; he pays that himself. The next one I want to call attention to is Senate amendment No. 31, on page 24:

That the unexpended and unobligated portion of all moneys heretofore appropriated, and the appropriation authorized by section ten of Public Numbered Fifty-seven, Sixty-third Congress, approved February sixteenth, nineteen hundred and fourteen, for the training and equipment of the Naval Militia and the National Naval Volunteers, for the clerical force and the office expenses of the Division of Naval Militia Affairs, and the property loaned by the Navy Department for the arming and equipping of the Naval Militia shall be, and hereby are, made available for training and equipping the Naval Reserve Force and for the purchase, rental, and maintenance of suitable armories therefor.

In other words, we were making available appropriations which at the time made were for the Naval Militia and the Naval Volunteers, but as they are incorporated into and become a part of the Naval Reserve Force, we are making that available for the new service, but the Senate has added an amendment, "including the purchase of the necessary land." What land is contemplated there?

Secretary DANIELS. If you allow the money to be used for the maintenance of suitable armories therefor, you would in some instances need to purchase some land adjacent to such armories.

The CHAIRMAN. The House likes to know all about such things.

Secretary DANIELS. I know Congress does not like to authorize the purchase of land unless the particular land is specified and the price fixed in the act.

It is obvious that in case a building is purchased by the Navy Department it is essential that the property (land) upon which the building is located should either be owned by the Government or purchased together with the building. Unless authority is granted to purchase the land along with the building it would be useless for Congress to authorize the purchase of an armory. It would seem to be obvious that if Congress authorizes the purchase of a building that such an authorization carries with it the authority to purchase the land on which it is built, but the Comptroller of the Treasury has held otherwise and states that specific authority must be obtained from the Congress before any land can be purchased. Hence it was necessary to recommend the amendment as passed by the Senate.

At the present time there are a number of Naval Militia armories belonging to the several States that have been turned over to the Navy Department and are being used entirely by the United States Navy. It is essential that these properties be retained, and, in cases where their continued occupancy by the naval forces is questionable, it is the desire of the department to purchase such properties from the money here made available. All such properties are ideally located on the water front and in cities where there is and always will be a large Naval Reserve Force organization.

The department will need armories for the proper training and organization of the Naval Reserve Force in the future.

The CHAIRMAN. On page 32, Senate amendment 37, the House put a provision in providing for the rank of major general in the Marine Corps and provided for the appointment of one permanent

major general and one temporary major general. The Senate has amended that provision by providing that during the period of the present war the Commandant of the Marine Corps shall have the rank and title of lieutenant general commandant and shall receive the pay and allowances of a lieutenant general in the Army. The rest of the amendment is the same as the House bill. I wanted to ask you with reference to that matter if the department or the Secretary recommends that, or what you have to say about it.

Secretary DANIELS. I did not recommend it, and I do not recommend it.

Mr. BUTLER. Can you see any military necessity for it?

Secretary DANIELS. I can not.

Mr. BUTLER. When the marines now go to Europe they are absorbed in the Army, are they not?

Secretary DANIELS. Under the law, whenever the marines serve on land with the Army they are under the direction of the Army.

Mr. BUTLER. Were you ever consulted concerning this amendment prior to its appearance here?

Secretary DANIELS. No, I was not consulted.

Mr. BROWNING. Who was it that recommended this legislation; how did it come to get in the bill?

Secretary DANIELS. The Senate Naval Committee inserted it, as I understand. I do not recommend it. I have the highest regard for Gen. Barnett and the highest opinion of his abilities. His service as Commandant of the Marine Corps has been exceptionally efficient, and no honor could come to him that would not be gratifying to me, but I did not and do not recommend this, because I can not see that it is essential for military purposes. I do not think we ought to put anything in this bill for any particular official. Every measure should be solely for the benefit of the service and for the winning of the war.

The CHAIRMAN. The next is amendment 47, on page 38. The history of that is that for several years effort was made to have this committee recommend increasing the rank of the chiefs of the different bureaus to the relative rank of major general instead of brigadier general, as it was. This committee refused to do so. Last year the Congress increased the rank of the heads of the various bureaus of the Army to the rank of major general, and the department recommended this year that the ranks of the bureaus of the Navy Department be increased to the relative rank of major general, to put them on a parity with the Army, and that was reported out, and the House enacted it. The Senate now has inserted an amendment making that apply to the heads of existing staff corps of the Marine Corps. I wanted to ask you what was your opinion and recommendation with reference to that.

Secretary DANIELS. I did not recommend it and I do not recommend it. I do not think it is needed.

The CHAIRMAN. Now, I will state that I, on the floor, on my own motion, not on the motion of the committee, offered that amendment and then when objection was made on the floor I withdrew it, and now I want to get your opinion and recommendation with reference to that. The argument is made that these men at the heads of these three staff corps in the Marine Corps hold the same relative official position and rank as the heads and chiefs of bureaus

in the Navy, and that when the Navy was increased that the Marine Corps should be increased also. What have you to say with reference to that?

Secretary DANIELS. The men who hold these positions are very capable and efficient men, but their duties are not relative to the duties of the chiefs of the bureaus in the Navy.

Mr. BUTLER. These three men hold that for the period of their official existence, until the time of their retirement?

Secretary DANIELS. I think under the decision of the courts they hold their places for life, or until retirement, and can not be ordered to duty outside of Washington; whereas in the Navy all bureau chiefs are appointed for four years, usually holding it less than that time, because of the necessity of having sea service; and in fact the average is probably two or two and a half years.

Mr. BUTLER. They get more money at sea than they do on shore?

The CHAIRMAN. But they lose commutation, so that it is about the same. I would like to ask you about this aspect of that, Mr. Secretary. The suggestion was made that this should be provided for them during the period of the war. What have you to say on that, so far as holding the position during the period of the war is concerned? I believe that was the suggestion made, Mr. Butler?

Mr. BUTLER. I said rather than make it permanent. I was opposed to its being either permanent or temporary for these men, and especially in view of the fact that no provision is made for the head of the corps; but I said I would prefer to see it made temporary rather than permanent.

Secretary DANIELS. I would not advise any legislation at all at this time with reference to these positions.

The CHAIRMAN. So that you take the same position with reference to them that you did with regard to the Lieutenant General Commandant?

Secretary DANIELS. Exactly, and I wish to say that I have a high regard for all the men in question and wish to express appreciation of their service.

The CHAIRMAN. The next amendment is on page 39, Senate amendment No. 50. That is the case where Senator Tillman introduced a bill for the promotion of men of the Navy and Marine Corps on the retired list and the bill provided for temporary promotions. Then, afterward, I received a letter with your signature, stating that you recommended that the House committee should amend the Senate bill by inserting the bill which you had sent down to me. The bill which you sent down to me provided for temporary and permanent promotions, both.

Secretary DANIELS. Did it?

The CHAIRMAN. Yes. Then this committee reported the bill, adding to the bill that I had introduced, and that is upon the calendar but has never been acted upon. This committee was divided upon that question. Some of the members were in favor of only temporary promotion on the retired list while doing active duty. The majority of the committee, however, recommended the bill which I introduced, which you sent down, providing for both temporary and permanent promotion on the retired list. Now, the Senate in this amendment have only provided for temporary promotions. After this committee had ordered the bill reported I was talking to you

in your office and mentioned the matter, and you stated that you did not intend to recommend permanent promotions, and you wrote me a second letter stating that you did not favor the permanent promotion of officers on the retired list.

Secretary DANIELS. That is correct.

The CHAIRMAN. And thereupon I attached both letters to the report. The committee having acted, I had to attach the first one, because the committee acted upon that; and that the House might have the benefit of your second letter I attached that to the report also. Now the Senate, as I say, have only included an amendment for temporary promotion on the retired list of officers doing active duty. I wanted to ask you now what is your recommendation?

Secretary DANIELS. I favor the temporary promotion only and not the permanent promotion on the retired list. The reason is many of those who come back from the retired list and who are doing excellent service must be sent only to special and particular lines of work; many of them can not go to sea, and I think that temporary promotion is all that ought to be given.

Mr. BUTLER. Then, Mr. Secretary, when the war is done and their services are no longer needed they will be retired and placed on the register where they were before they were called into service?

Secretary DANIELS. Yes.

The CHAIRMAN. That is all right, but the Senate has added a proviso which changes that somewhat, and I wanted to ask you about that. On page 40 of the bill, the latter part of the amendment 50, says this:

That a retired officer whether or not employed on active duty shall receive longevity pay according to his total service on the active list plus his total period of active duty while on the retired list.

Secretary DANIELS. I do not favor that provision.

The CHAIRMAN. I understood that in recommendations heretofore you had opposed any provisions for longevity increase of pay.

Secretary DANIELS. Yes.

The CHAIRMAN. So that this provision here providing for increased longevity pay you do not approve of?

Secretary DANIELS. I do not recommend it.

The CHAIRMAN. But you do approve of the Senate amendment?

Secretary DANIELS. Yes; except the provision relating to longevity pay.

The CHAIRMAN. Mr. Secretary, in the act of August 29, 1916—I am referring to Senate amendment 51—there was a provision requiring sea service of two years in each grade as a prerequisite to promotion in that grade, but effective after June 30, 1920, with reference to captain, commander, or lieutenant commander.

If I remember correctly, you sent down a recommendation for an amendment, adding a proviso:

*Provided*, That in exceptional cases where officers are specifically designated by the Secretary of the Navy as performing, or as having performed, such highly important duties on shore that their services can not be or could not have been spared from such assignment without serious prejudice to the successful prosecution of the war, the qualification of sea service in the cases of those officers so specifically designated shall not apply while the United States is at war, or during a national emergency declared by the President, or within two and one-half years subsequent to the ending of such war or national emergency.

Secretary DANIELS. There are certain men who are doing important service during the war who could not be well replaced in this present crisis. They ought not to be denied promotion because of this important service ashore. I have in mind, for instance, several officers abroad, whose duties are much more important than if they were to be recalled and given sea service; and having in mind such officers I recommended that the qualification of sea service in their cases should not be a bar to their promotion.

The CHAIRMAN. Should that apply or extend after the declaration of peace?

Secretary DANIELS. I do not think it should, and I think the Senate amendment ought to be changed, and in line 9 a period inserted after the word "President," striking out "or within two and one-half years subsequent to the ending of such war or national emergency." It ought to be strictly a war measure. And you will observe, gentlemen, that this amendment, I think, is drawn so as not to leave a door open for defeating the object which we all have in view of requiring sea service for promotion.

Mr. BUTLER. You drew this amendment, Mr. Secretary?

Secretary DANIELS. It was originally drawn up in the Bureau of Navigation, but I put in "officers are specifically designated by the Secretary of the Navy as performing, or as having performed, such highly important duties." I think it ought not to pass at all unless that provision is retained. And you can make it even stronger, because I am earnestly in favor in times of peace of not giving promotion to men who do not have sea service and am always sending men to sea. This is a temporary exception caused by the war.

Mr. BUTLER. That has been your policy since you have been Secretary of the Navy?

Secretary DANIELS. Yes; and I hesitated in approving any change in the law, but the Chief of Operations, the Chief of Navigation, and some of our ablest officers abroad felt that this would work a hardship upon some of the very best men of the Navy. There are very few officers who are performing duty of such importance that they could not be replaced, and the number who would be continued on shore service would not be large.

Mr. BUTLER. And only during the war?

Secretary DANIELS. Incident to the war; yes. I will say this: That this is not done in the interest of any officer or officers, because the officers are earnestly desiring to go to sea. We are continuing some in important shore stations against their will and against their earnest request for sea duty. We have nobody wishing to stay on land, and therefore it would be wrong to deny promotion to such an officer whose best service for the present is ashore.

Mr. BUTLER. And in each case you speak of a very great hardship that might be worked against one of the most efficient officers ever known?

Secretary DANIELS. Yes.

The CHAIRMAN. The committee will now adjourn until 10.30 to-morrow forenoon, when, Mr. Secretary, we shall be pleased to have you with us again.

(Thereupon, at 3.45 o'clock p. m., the subcommittee adjourned to meet to-morrow, Tuesday, June 4, 1918, at 10.30 o'clock a. m.)

HOUSE OF REPRESENTATIVES,
COMMITTEE OF CONFERENCE,
*Tuesday, June 4, 1918.*

The committee this day met, Hon. Lemuel P. Padgett (chairman) presiding.

The CHAIRMAN. Gentlemen, we have with us this morning the Secretary of the Navy.

## STATEMENT OF HON. JOSEPHUS DANIELS, SECRETARY OF THE NAVY—Continued.

Secretary DANIELS. The Congress has passed a bill increasing the pay of the cadets at West Point to $780 per annum. We pay our midshipmen $600 per annum.

The CHAIRMAN. But they get $702 all told.

Secretary DANIELS. Yes.

The CHAIRMAN. They get some allowances in addition to the $600, as I understand, amounting to $102.

Mr. BUTLER. Do they receive any allowances at West Point?

The CHAIRMAN. I do not know. I understand they have been allowed an increase in pay.

Secretary DANIELS. I am informed Congress increased their pay $15 per month and increased their ration allowances from 40 cents to 67½ cents. The midshipmen's ration remains at 40 cents.

Mr. BUTLER. So that makes their pay $780 per annum?

Secretary DANIELS. Yes; apart from the ration allowance, which, as I said, has been increased 67½ per cent. I think they now get the same allowances at West Point that they get at Annapolis. Of course, it costs quite as much to live at Annapolis as it does at West Point.

The CHAIRMAN. The only thing we can do is to ask the consent of the House to include it in this bill; if they do not do it, the only way we could do it would be to introduce a special bill.

Secretary DANIELS. I think the same rule ought to apply to both the cadets at West Point and the midshipmen at Annapolis. It means an increase of $15 per month.

The CHAIRMAN. They have increased the pay of the cadets at West Point $15 per month, and if the House will agree we can write that provision in the bill and the Senate could agree to it. I will make the request of the House.

Mr. BROWNING. It will take unanimous consent.

The CHAIRMAN. Yes.

Mr. BROWNING. Is that the law or is the matter still pending in the bill?

Secretary DANIELS. It is in the bill as it went to conference. The conferees have not yet made a report. It is in the Military Academy bill and not in the regular Army bill.

The CHAIRMAN. If they agree to it in the House, we will ask them to let us incorporate it in this bill.

I will ask you, Mr. Secretary, what you have to say about amendment No. 52. The act of August 29, 1916, in the reorganization of the Navy and the Marine Corps, provided, with reference to the Marine Corps, that the staff corps should have no more men appointed in it, but that after the retirement of the present men that there

should be detailed from the line of a four-year basis. When they had the bill up there was a recommendation originally for this legislation, and then there was a controversy over the matter and it was finally written into the legislation that men in the staff corps not above the rank of major could qualify and go into the line. This is a provision removing that restriction and allowing men above the rank of major to qualify and go into the line, to go out of the staff and go into the line as extra numbers.

Secretary DANIELS. I did not recommend this legislation, and I do not.

The CHAIRMAN. I would be glad if you will insert in the hearing a full statement of the reasons for your action in the matter.

Secretary DANIELS. Very well.

Ordinarily a staff officer of the Marine Corps lacks the practical training and experience necessary to direct or conduct military operations in the broad sense. He is as a rule essentially a paymaster or a quartermaster and particularly so after long service in his staff pursuits. Under the act of August 29, 1916, staff officers of and below the rank of major were made eligible for transfer to the line under certain conditions, but it is my opinion that to extend the privilege to officers of greater rank would be a step too far. They are of greater value to the Marine Corps and the country in their present callings. The highest officers of the line should be men of long training in the art of war. I think this is brought home to us more forcefully each day of the present war.

The CHAIRMAN. I have understood that it would make available 8 or 10 officers who could qualify; at least, that is the representation; whether that is correct or not I am not passing upon, but I wanted the Secretary to set out at length the reasons why he does not recommend it and why it should not be agreed to.

The next is Senate amendment 53, on page 42, "That officers of the line and staff of the Navy, who have been or who may hereafter be permanently appointed in the various grades and ranks of the Navy, shall take rank and precedence ahead of all officers temporarily appointed in the same grades and ranks in accordance with the act of May 22, 1917, or any amendments thereto." You wrote a letter recommending that legislation.

Secretary DANIELS. I wrote a letter to the Senate committee.

The CHAIRMAN. And the Senate has inserted it in the bill as an amendment. The effect of the legislation is to put ahead of the men who have temporary commissions men who have permanent commissions of a later date. In other words, if you commissioned a man under the act of May 22, 1917, in any rank or grade, and afterwards a man in the permanent service got the same commission he would go ahead of the man who had heretofore been commissioned with the temporary rank. To be specific, and as an illustration, the graduates of the Naval Academy, who will come out this coming June, would go ahead and outrank all of the temporary ensigns who have had commissions for the past year. Now what will be the effect of that on the morale of the service? You sent down the letter and it occurred to me that it would perhaps involve a great deal of friction and discontent, while the war is going on, to periodically have men go above men of older commissions, and I did not submit it to the committee or include it in the bill, but the Senate has inserted

it. I have heard some inquiries on the outside from men who are going in.

Now, this question presents itself: It is assumed that when you commission a man temporarily by promotion from the ranks to be an ensign, after he has gone through the training school at Annapolis, that he was competent and qualified, otherwise you would not have given him a commission. Now, then, such a man has a commission dated, say, 10 months ago; then when these men at Annapolis graduate they are supposed to be competent also and they will get their commissions. The effect of this legislation will be to put all of these subsequent graduates ahead of all of these prior temporary officers who have been holding commissions and exercising the functions of their offices under those commissions, and I wanted to get a clear expression from you, with that statement before you, as to what you thought the effect of it would be upon the morale of the service.

Mr. BROWNING. If I may, I would like to read a letter that I have in connection with this matter:

According to common talk in the Navy the next class to be graduated from Annapolis on June 7 will be graduated as junior lieutenants, instead of ensigns, in order to put them in advance of all men who have entered the service from civil life during the last year.

The CHAIRMAN. There is no authority for that; that can not be done.

Mr. BROWNING. I told the person writing the letter to me that that could not be done, but he says the purpose is, after they are graduated as ensigns, to promote them to junior lieutenants. That may or may not be so; I do not know.

The CHAIRMAN. During the war there is no period of time fixed for promotion; they can be promoted at any time, whereas in peace times they must serve three years as ensigns.

Mr. TALBOTT. And they must pass an examination.

The CHAIRMAN. But under war conditions they can be promoted at any time. This legislation is to authorize them, by virtue of the law, to be promoted.

Mr. BROWNING. He goes on to say:

There would be some excuse for this if they were more competent than the men from outside life, but considering that they are boys of 19 or 20, who have only been at Annapolis for three years, instead of four, and have had no experience at sea or in the handling of men, there is no excuse except that last year's class, which was also a three-year class, has now reached the rank of lieutenant, this being caused by so many men entering from civil life as ensigns. For this reason the next class think that they should be junior lieutenants.

As an example of the unfairness of this procedure, let me relate how things have been handled on this ship, which is no exception to the rule. Last summer eight men from civil life, including myself, joined this ship shortly after she had been joined by four men from the graduating class at Annapolis. We at this time held commissions in the reserve. After being on the ship for a time the captain let four of the reserves go, as their services had not been altogether satisfactory, and asked the others to transfer to temporary regular, so that we would get a number in the line and be eligible for promotion. The captain thought that we could transfer on his recommendation, but the department ruled that we must take an examination, which we did, passed, and were commissioned temporary ensigns in the Regular Navy, which gave us a number in the line, the same as if we had graduated from Annapolis. As soon as this was done our captain wrote the Bureau of Navigation and tried to have us advanced to lieutenant, as we were doing the work and he thought we deserved the

rank, this being before last year's class was promoted, so that had his request gone through we would have outranked them. However, the department ruled that there would be no promotion out of number, which letter the captain showed to us.

During this time temporary ensigns were standing regular officer of the deck watches with Annapolis men who outranked them but were without experience standing as junior officers. This continued until February on deck, at which time my junior officer of the deck held the rank of junior lieutenant, while I held the rank of ensign. and even during the last month we have had a lieutenant standing junior officer watch under a temporary ensign in the engine room.

This is nothing against these men who in ordinary times would not have graduated from Annapolis until this June and who then would have held the rank of ensign for four or five years, but is caused by the rapid promotion of men without experience on account of so many men entering the Navy with the rank of ensign from civil life. This, however, does not give the department any excuse to graduate the next class over our heads, which, in the opinion of the higher regular officers in the Navy, would be a great detriment to the service. All of these men will reach their proper rank at the end of the war when all temporaries go out of the service.

Mr. BUTLER. The Secretary of the Navy is the commander in chief of the fleet and I will stand by his recommendations.

Secretary DANIELS. If you will read my letter to the Senate you will see it is based altogether upon the matter of selection. I had in mind only this fact, that we are selecting temporary commanders, temporary captains, and temporary rear admirals, and permanent commanders, and permanent captains, and permanent rear admirals. It was my intention that this legislation should apply to the higher commands and to no others. For instance, the other day we selected a certain officer to be a permanent rear admiral; some months before that we had selected another captain to be a temporary admiral. Now, the man who has been selected to be a permanent admiral ought to outrank the man who is a temporary admiral, and the same thing is true of a captain and a commander. I would suggest that this amendment be changed, because I do not think it is right for these men who have been in the naval service for a year or more to put these young men, just coming out, ahead of them. I think the amendment should be made to read, "that officers of the line and staff of the Navy of the rank of commander, captain, and admiral," etc.

Mr. TALBOTT. Then that would give the young men who graduate this week precedence over these temporary fellows.

Secretary DANIELS. No; the Senate amendment would do that, but my amendment would not.

Mr. TALBOTT. You would not do that.

Secretary DANIELS. No. We have promoted maybe as many as 1,300 men from the enlisted men to be ensigns, and some of them are splendid officers. We have taken in men who were captains of ships, of fishing vessels, and so on. They are good navigators. Many of them might not pass an examination in trigonometry, but, as I say, they are good men and make splendid officers.

The CHAIRMAN. Having called your attention to that I will ask you to write into your hearings the specific recommendation which you desire to make along the lines you have suggested, because it occurred to me that this would disorganize the service very much if it were permitted to stay in the bill.

Secretary DANIELS. I will do that.

Mr. BROWNING. I want to read further from this letter:

At the present time I am doing the work formerly done by a lieutenant who graduated in the class of 1911, and the other temporaries are doing likewise, and so far as we know our work has been satisfactory, especially as our captain has requested that

we be retained in the permanent complement of the ship and has not objected to the department transferring regular men, advancing us in each case to the duties which they formerly performed. If the Navy Department makes the claim that the temporaries have not made good, all they have to do is to produce the fitness report, which is made up each three months by the commanding officer and which covers each officer's service. I feel sure that these reports will show that the temporaries have made good.

We are not in the service for money or glory, but simply because we feel it our duty and feel that we are more competent to perform this work than any other. It would certainly be a great injustice to us and an insult to our ability to graduate a lot of boys without experience over our heads and who would have to serve as our junior officers until such a time as they are competent to stand a regular watch.

The CHAIRMAN. The Secretary says he will make a recommendation as to that.

Secretary DANIELS. In the course of time these men will come and take these places, because these temporary ensigns will go out.

The CHAIRMAN. Yes; they are temporary, and they will all go out.

Secretary DANIELS. I will make it so it applies to the higher grades and only to those who are recommended by the selection board.

That officers of the line and staff of the Navy, who have been or may hereafter be recommended for promotion by the board for the selection of officers for promotion, authorized to be appointed by the naval appropriation act approved August twenty-ninth, nineteen hundred and sixteen, shall take rank and precedence ahead of officers temporarily appointed in the same grades and ranks in accordance with the act of May twenty-second, nineteen hundred and seventeen: *Provided*, That this shall only apply to those officers recommended for promotion by the said board for selection.

The CHAIRMAN. Mr. Secretary, the next item is Senate amendment No. 54, page 42, applying to selection in the staff. I have a letter from you in regard to that which I will put into the hearing. I want to call your attention to several things in regard to this amendment. This Senate amendment, as it stands, provides that it shall apply to the rank of commander, captain, and rear admiral in the Staff Corps of the Navy "under the same conditions in all respects except as may be necessary to adapt the said provisions to such Staff Corps." Now, the act of 1916 with reference to selection, provides several things. First, it provides that men must have sea service for two years in each grade in order to be eligible for promotion. I do not imagine that you would want to send your constructors and civil engineers to sea for two years, or that there should be a requirement that the doctors or Pay Corps officers should have sea service in order to get promotion.

Then there is another provision which provides that they shall retire, as follows: A lieutenant commander after he reaches the age of 45 and is not selected for promotion shall be retired; a commander after he reaches 50 years of age and is not selected for promotion to captain, is retired, and a captain who reaches the age of 56 years and is not selected for rear admiral is retired. That is provided in the line because there must be promotion in a vast body like that, and some of them have to get out of the way. Instead of just having them serve for a few months in the higher ranks and all of them retired as admirals, this legislation of 1916 secures at least eight years of service in the rank of admiral, and at least six years service in the rank of captain, but it did not occur to me that it was necessary to retire a doctor when he got to be 45 if he had not been promoted,

or to retire him at 50 if he still was not promoted higher, or even at 56 if he was not promoted to the highest rank. In other words, I think a doctor, constructor, civil engineer, or paymaster is just as competent in the performance of his duties at 64, the usual age of retirement, as he would be at 45 or 50 years.

Mr. BROWNING. Mr. Secretary, I have an amendment which is proposed to that part of it, which I will read:

Provisions of existing laws with reference to promotion by selection in the line of the Navy are hereby extended to include and authorize advancement to the ranks of commander, captain, and rear admiral, in the staff corps of the Navy under the same conditions in all respects, except as may be necessary to adapt the said provisions to such corps; provided that the maximum ages for promotion to the ranks of rear admiral, captain, and commander shall be 60, 55, and 50 years, respectively; that length of service at sea shall not be applicable and that length of service in rank shall not apply until after July 1, 1921: *Provided*, That boards of selection shall in each case be composed when practicable of not less than five members of the corps concerned.

The CHAIRMAN. I have a letter from the Secretary that simplifies the matter. He provides for retirement at 50 instead of 45, at 56 instead of 50, and at 60 instead of 56, but the Secretary stated personally that he did not think that they should have any age retirement at all, except that of 64 years.

Mr. BROWNING. This provision is 60, 55, and 50 years.

The CHAIRMAN. That whole retirement plan, so far as this corps is concerned, is intended to make very rapid promotion. That is all it is intended for.

Secretary DANIELS. As I wrote you, Mr. Chairman, those ages were suggested after a conference of members of the staff corps, and I sent that to you as giving you their point of view; but I stated that I did not think there was any good reason why the age for retirement should be changed when we have selection in the staff corps.

Mr. BUTLER. As a general proposition, Mr. Secretary, are you in favor of applying the rule of selection to the staff corps?

Secretary DANIELS. I think it is of the highest importance. We find this situation, that in the staff corps the members come up absolutely by seniority. We often find a man who is a fairly good doctor, a fairly good paymaster, or a fairly good constructor, but you would not select him for the most important work. Seniority in the staff corps does not work well. It puts a premium upon mediocrity. I intended to bring this matter up before the House committee, but we had a multiplicity of things to do, and it escaped my mind. When the bill got to the Senate I wished to secure its insertion so that it could be considered in conference and perfected by both committees. I took it up with the Judge Advocate General and he drafted this. His opinion is that this would not bind us to retirement at those ages. The provision there reads, "under the same conditions in all respects except as may be necessary to adapt the said provisions to such staff corps." I can see very well that this ought to be broadened, and it ought to be specifically stated except as to sea service and age, and that the retirement for age shall be the same as at present, 64 years, and there should be no requirement as to sea service. I think that should go in, but my feeling is that it should be left as open as possible as to grades, because in some corps you have not enough admirals, and you would have to leave it to the President to make up the boards.

The CHAIRMAN. Coming now to the proviso, "That boards of selection shall in each case be composed, when practicable, of not less than five members of the corps concerned," I do not think that in any of those corps you would have five rear admirals, unless you took a lot of admirals on the retired list to select for the active list. Why should not the selection be left with the President.

Secretary DANIELS. I prefer that. I think if you put in language not requiring sea service and governing the retirement age, and providing that boards of selection shall be appointed, leaving the composition of the boards to the President, it would be much better. Under the opinion of the Attorney General the President can do this now. It is true that he can do that also as to the line. He can appoint or nominate to the Senate anybody he sees fit without following the recommendations of the board of selection. He generally follows their suggestions, but I am not certain that he always will follow them, or that any other President will always follow them.

The CHAIRMAN. Suppose there is provision made that if the President does not approve, he shall call upon another board——

Secretary DANIELS. But even then, under the opinion of the Attorney General, he can disregard the recommendation of the board, and send to the Senate the name of some other man.

The CHAIRMAN. Yes; if the Senate saw fit to confirm it.

Secretary DANIELS. My feeling was that the same law ought to apply to the staff. It should apply all along the line in these promotions. The law says seniority shall govern, but I think it ought to be selection. I should like for you to make this provision as broad as you can. I think the chairman is entirely right. It should be provided under the same conditions, leaving the language, "in all respects except as may be necessary to adapt the said provisions to such staff corps, and provided that sea service shall not be required for promotion in the staff corps, and that the age of retirement shall be 64 years, as at present." I favor applying it to every officer in every branch of the service. I believe it ought to be applied all the way through; but when the matter came up there was a feeling that in the case of ensigns and lieutenant commanders there were so many of them that boards would not be able to differentiate, and that they had not been in the service long enough to enable selection to be made justly. It was thought that it would be better to let the lower officers come up by seniority. I do not believe in that principle, and if I had my way in the matter, the principle of selection would be applied to them from the very day they left Annapolis or otherwise entered the Navy, until they died or were retired. Seniority promotion militates against initiative, resource, and highest ability. However, there was strong opposition to that from some in the service and from some Members of Congress. I remember that some members of the Naval Committee objected. I think that Mr. Padgett and Senator Swanson both objected to it upon the ground that it was not wise to go lower than commanders, and in deference to their views it was not insisted upon.

The CHAIRMAN. That was for the simple reason that these young men have not had an opportunity to become known or to develop their capacity. Some people develop their capacity at a much earlier age than others. Here, for instance, is a young man who at the beginning appears to be very sprightly, and here is another young man

who does not at the beginning appear to be so sprightly, but after a short time that condition may be reversed.

Secretary DANIELS. My feeling is that the principle of selection is so sound that it ought to be extended to these corps, and now, when we are increasing them so largely, I do not think it is wise to promote them by mere seniority. It may not be good policy at this time, however, to introduce the principle of going below the grade of commander, although after the principle of selection has been worked out for a number of years and has become an integral part of the service I think that you will be able to work out a plan by which those younger men can be selected without danger to them, as Mr. Padgett and Senator Swanson thought.

Mr. BUTLER. I have always had in mind that there ought to be adopted a system of marking by which young men who were so unfortunate in the earlier part of their lives as to obtain a demerit could work it off so that it would not appear in their records. You are advocating the promotion of officers on their merits. I know that from your numerous expressions on the subject. Now, is there not some plan that you could work out to cure that situation, because the law requires that the man's record shall be laid before the board of selection, and if he should have been unfortunate in getting a black mark early in his career it would be counted against him.

The CHAIRMAN. In that case they would not have his full record before them.

Secretary DANIELS. Congress might provide what the record should consist of.

The CHAIRMAN. You would have only a record of his later years.

Mr. BROWNING. Mr. Secretary, let me ask you one question. As I understand it, you approve this amendment I read except this proviso: "*Provided*, That the maximum ages for promotion to the ranks of rear admiral, captain, and commander shall be 60, 55, and 50 years, respectively."

You want that provision left out, and the provision as to age left at 64 years?

Secretary DANIELS. I want the provision as to sea service left out. I think we ought to change it to say that a board of selection shall be appointed; but leave the number and personnel of the board to the President.

Mr. BROWNING. This provision reads, "That length of service at sea shall not be applicable, and that length of service in rank shall not apply until after July 1, 1921: *Provided*, That boards of selection shall in each case be composed when practicable of not less than five members of the corps concerned."

Secretary DANIELS. My feeling is that you ought to omit the number. Leave that to the President.

Mr. BROWNING. Then, you want to change the years. You do not want those ages of 60, 55, and 50 years stated?

Secretary DANIELS. I want the age to be the same as at present.

Mr. BROWNING. You would leave out the five members?

Secretary DANIELS. Yes.

The CHAIRMAN. The next item, Mr. Secretary, is on page 54. That is Senate amendment No. 74. That is a new item of appropriation, "For the erection and equipment of a depot for the storage of high explosives and the loading of mines, on a site to be selected by the

President, $3,000,000." We talked with Admiral Earle about that, and he told us about it. The suggestion was made that as the provision here was for a site to be selected by the President, an amendment should be made authorizing the President to acquire the site. This language limits it to the selection of land owned already by the Government, and Admiral Earle indicated to us that it was the intention to put it on a site not owned by the Government at the present time.

Secretary DANIELS. That ought to be changed so as to provide for the purchase of the site.

The CHAIRMAN. It should read, "to be selected and acquired."

Secretary DANIELS. To be selected and acquired, yes. The site must be acquired. The admiral gave you all the reasons for that, did he not?

The CHAIRMAN. Yes; he gave the reasons to us.

The CHAIRMAN. The next item is Senate amendment No. 75, for a Navy nitrate plant. That item is for the erection, equipment, and operation of a plant for the fixation of atmospheric nitrogen, etc., the appropriation being $9,150,000. We will be glad if you will tell us fully about that, because there will be a good many questions about it.

Secretary DANIELS. The nitrate situation is one of the most important and critical of the whole war. At present we get all of our nitrate from Chile. The lack of tonnage, slow shipments, and the possibility of their being held up constitute a very grave menace.

Mr. TALBOTT. The supply might become exhausted, too.

Secretary DANIELS. The price increases as the demand increases.

I at first thought that it was not necessary for us to go into this at all. I dislike to do it, because we have a number of private establishments and the Army is spending a very large amount of money for nitrate plants——

The CHAIRMAN (interposing). There are two at Muscle Shoals and I understand there are to be two plants in the West.

Secretary DANIELS. We had supposed that we could get from the Army and from Chile enough nitrate to serve our needs, but the War Industries Board has been very much troubled about the matter, and they are very anxious to have us make all that we can in this country. The Bureau of Ordnance, after studying these new processes, believed that we ought to make our own nitrate or a part of it. This plant would not enable the Navy to make all it requires.

The CHAIRMAN. Admiral Earle stated to us that the Army plants would be far short of the production necessary for the Army alone.

Secretary DANIELS. Very far short. We can not secure it from them. We had hoped that we could, but they said that they would not only exhaust all that they could make, but that they would still have to import a great deal of it from Chile.

The CHAIRMAN. I want to ask you if the idea is prevalent that this plant is to be located upon the grounds at Indianhead?

Secretary DANIELS. Yes; that is the idea.

The CHAIRMAN. Now, in connection with that, there is another amendment covering the railroad proposition. You could not locate the plant at Indianhead unless you could get a railroad connection, could you, because you could not operate it?

Secretary DANIELS. No; a railroad connection is an absolute necessity.

Mr. TALBOTT. If it is necessary to have that railroad connection, let us go to work and build it. That is all there is to it.

Secretary DANIELS. We have had all the surveys made, and we have done everything of a preliminary nature that could be done, so that when the authorization comes for it, we can go ahead. We could build the road in 70 or 80 days. That is the road from Popes Creek. I much prefer the line from Washington, and if it were not for the stress of the war, I would advocate that. That would cost two to three million dollars.

The CHAIRMAN. According to Admiral Earle, it would cost in the neighborhood of $2,500,000.

Mr. BROWNING. Did Admiral Earle, in his estimate, include a bridge across the Eastern Branch of the Potomac at Anacostia?

The CHAIRMAN. No.

Mr. BROWNING. Then, how did they expect to use the railroad?

The CHAIRMAN. They would connect with the Baltimore & Ohio.

Mr. BROWNING. I am talking about the old plan, or the first plan.

The CHAIRMAN. Admiral Earle in a letter he sent to Mr. Butler spoke of both phases of it. That plan has all collapsed.

Mr. BROWNING. That has collapsed, but what I want to get at is whether the original plan for building the road from Washington down included a bridge across the Eastern Branch of the Potomac.

The CHAIRMAN. No, sir; it would leave the Baltimore & Ohio at Shepards, and go straight down the river on the east bank.

Mr. BROWNING. I do not think that that is much better than the plan proposed now.

The CHAIRMAN. The original plan was to leave the Baltimore & Ohio track out here about 5 or 6 miles, and then go down the eastern bank of the river to Indianhead. That made the whole road in the neighborhood of 25 or 28 miles long.

Mr. TALBOTT. Why could we not adopt that Neilson plan and go on with it and then leave the other thing open?

Secretary DANIELS. That is what I am asking for now. Afterwards we could take up the track running from the Popes Creek line, and, if it were wise, build a more direct road when we have time, but it would take a year to build this other road. My first recommendation was that we advance certain freight charges in consideration of the company going to build the road, but then they found they could not finance it.

The CHAIRMAN. Now, Mr. Secretary, there is another thing I want to ask you with reference to this, while we are on the subject. Admiral Earle stated to us that the $550,000 would not construct the road, but that it would take $850,000. Have you anything to say about that? I wanted to ask you with reference to that railroad, because these two amendments, the nitrate plant and the railroad, are inseparably connected in their uses. I understand you to state that the railroad is absolutely essential to the plant from two aspects: First, the nitrate plant can not be put there unless you have a railroad.

Secretary DANIELS. I would not state positively it could not be put there, but it could not be economically or wisely put there.

The CHAIRMAN. How could you operate it during the winter? How would you get your nitrates there with the river frozen?

Secretary DANIELS. We could not operate it during a severe winter, with the river frozen.

Mr. BUTLER. I was inpressed with what Admiral Earle said, that if we are going to put this nitrate plant down there we should have this rail connection.

The CHAIRMAN. With the river frozen over you would have great difficulty in moving the materials. You are proposing to enlarge the plant from 2,500,000 pounds a year to 18,000,000 pounds a year, so that you would need this rail connection would you not?

Secretary DANIELS. We are compelled to have it; yes, sir. It is absolutely essential in order to carry on the enlarged work.

The CHAIRMAN. Mr. Secretary, please state fully and in detail the reasons and the necessities for the nitrate plant and also the railroad, the two in connection with each other.

Secretary DANIELS. I understand that Admiral Earle presented the committee with all the facts regarding the requirements for a naval nitrate plant, of the relative costs, the process to be used, and other pertinent phases. The railroad is needed irrespective of the nitrate plant and was urged before I concluded to recommend the nitrate plant. Our experience the past winter when the river was closed to navigation for several weeks is the s rongest argument for the railroad. A plant of the importance of Indianhead should not be solely dependent upon the slow and not always available mode of transportation by water, and the running of a railroad there is of the greatest importance, particularly in this time of war.

The CHAIRMAN. Now, then, Mr. Secretary, I wanted to ask you about Senate amendment No. 78, "for temporary storage, $1,000,000," and then Senate amendment 168, near the close of the bill.

Secretary DANIELS. This is under Ordnance, is it not?

The CHAIRMAN. No; it is public works, Yards and Docks, "For temporary storage, $1,000,000," and now, then, on page 99, Senate amendment 168. The item in which the amendment was made reads:

To enable the Secretary of the Navy to equip the navy yards with suitable and necessary machinery, implements, building ways, and equipment for the construction and repairs of such vessels as may have been or may be assigned to navy yards, and the Senate added the words "and to meet urgent needs of navy yards, stations, and bases, $10,000,000."

The House appropriated $4,000,000 and the Senate has raised it to $10,000,000. The Senate added the language "and to meet urgent needs of navy yards, stations, and bases." That is very broad language, and the Senate added $6,000,000. The Senate amendment 68 is for temporary storage, and I wanted to ask you about both of those.

Secretary DANIELS. The need of storage has grown so rapidly that we can not, in express terms, make provision for it everywhere, but all of this storage will be needed, and this was to provide for exigencies.

The CHAIRMAN. What I am speaking about now is the $1,000,000 carried in amendment 78 and the $6,000,000 added in amendment 168.

Secretary DANIELS. I do not think they are the same thing. Amendment 168 does not refer to storage at all.

The CHAIRMAN. It says "and to meet urgent needs of navy yards, stations, and bases."

Secretary DANIELS. I will tell you why that was put in. The House appropriated $4,000,000 for this purpose. Our situation at the navy yards, where we have been called upon, and are called upon, all the time, to repair ships of all kinds and to convert ships that we take over, is such that at some of the navy yards we have not all of the necessary facilities. Admiral Benson, who made a visit to the yards before this recommendation was put in, thought we ought to have, and that it was imperative that we should have, an additional amount of money for use where there was urgent need for new tools, new methods, newer machinery, and newer instruments.

The CHAIRMAN. So you did not contemplate erecting any storage buildings out of this increase of $6,000,000?

Secretary DANIELS. We do not contemplate using a dollar of it for that purpose. This is for repairing and hurrying work at the navy yards and stations; it does not include storage at all.

The CHAIRMAN. At the navy yards are you doing any work on ships other than strictly naval ships?

Secretary DANIELS. Oh, yes; we do other work whenever we can. You see, in the first place, we have taken over the Coast Guard ships, and we have taken over ships belonging to the Department of Commerce. Those ships had to be fitted in such a way as to make them suitable for the naval service. Then we have taken over scores of yachts which are very valuable; for some of them we pay only a dollar a year, some of them we have purchased, and some of them we have commandeered. All of them must be fitted out for naval service. This winter was extremely severe on shipping, and our navy yards have been overcrowded and, in fact, we have had to have some of this work done by outside contractors and by having overtime work done. The call upon our navy yards is so heavy that we need something in the way of a fund which we can use for purposes we can not foresee—tools and all sorts of instruments, and everything you can imagine which might come up.

The CHAIRMAN. Machinery.

Secretary DANIELS. Yes, of all kinds; and we have no emergency or contingent fund for that purpose.

The CHAIRMAN. Do you repair these vessels that are doing commercial business where the Government is putting armament on them?

Secretary DANIELS. Yes; a number of them.

The CHAIRMAN. And where you are operating them?

Secretary DANIELS. Yes.

The CHAIRMAN. For instance, if you put a naval reserve crew upon a ship do you repair such a ship in a navy yard?

Secretary DANIELS. A number of them, and as many as we can.

The CHAIRMAN. You are doing that kind of work in addition to the regular work of the yards?

Secretary DANIELS. Yes; Admiral Benson, who has looked into this matter, said to me the other day that he did not think there was anything in the bill more important than this.

Mr. TALBOTT. This is a fund with which to take care of unforeseen things?

Secretary DANIELS. Yes; in repairing and fitting out ships.

Mr. BROWNING. Mr. Secretary, if I remember correctly, Admiral Parks said that this $1,000,000 in amendment 78 could be taken out of this amendment 167; that you could use it for storage.

Secretary DANIELS. You might do it, but I wish the storage kept separately. You know, it is necessary to fight all the time to keep down storage, and I wish this to be used for keeping the ships in condition and repairing them as well as converting them.

The CHAIRMAN. We went into that very extensively with Admiral Parks, and he stated that a good deal of that could be eliminated, that it could be met by an authorization, and I suppose he had all the details of that.

Secretary DANIELS. Yes.

The CHAIRMAN. Now, then, the next one that I have here and about which I wanted to ask you, is Senate amendment No. 94, page 61, "Naval aeronautic station, Pensacola, Fla.: Improvements central power plant and distributing systems, $100,000." What about that? Then amendment No. 93, "Naval station, Key West, Fla.: Station improvements, $25,000; for development of a submarine base, $2,500,000."

Secretary DANIELS. We had a board on submarine bases, and they recommended a number of submarine bases. We have no base for submarines, you may say, south of Norfolk; we have nothing at all in the Caribbean and the Gulf. If we have submarine troubles in any of those waters, we have no base for our submarines, and no well-equipped place to repair them and keep them in shape. A submarine is like a baby; you have to sit up with it nights. Admiral Benson, after the question of defending our coast with submarines became more acute, urged that that be included.

Mr. BUTLER. That is amendment 94?

Secretary DANIELS. Amendment 93. We have an aeronautic station at Pensacola, Fla. It has grown very rapidly, and Pensacola is getting to be one of our big stations.

The CHAIRMAN. I want to finish with amendment 93 first, "for the development of a submarine base, $2,500,000." Can you give us an outline of what that involves?

Secretary DANIELS. You mean how do we intend to expend it?

The CHAIRMAN. Yes; and what is contemplated.

Mr. BUTLER. Have we enough water there?

Secretary DANIELS. Yes; for submarines. The proposed development includes the construction of sea walls, breakwater, finger piers, officers' quarters, enlisted men's barracks, and the extension of the yard service systems to serve these structures. At present only very inadequate facilities are available for the use of submarines based at Key West. Such spaces as are available are exposed to the weather, and not suited for this use. The need, therefore, of constructing a base affording adequate protection from the sea and providing shore facilities, making possible the emergency and routine repair of submarines and offering adequate quarters for crews on shore, is an urgent military necessity.

The CHAIRMAN. Key West juts far out into the Gulf?

Secretary DANIELS. Yes; it is the only place where we could send our submarines in that section. You see Cuba is near, Porto Rico, the Virgin Islands, and all those islands where we have generally

thought a naval engagement would most likely occur. I have recommended this because of the present conditions.

The CHAIRMAN. That place, then, is regarded by yourself, by the board, and by all the naval officers as a strategic and important point on the South Atlantic, the Gulf and Caribbean coasts.

Secretary DANIELS. Yes.

Mr. RIORDAN. What happened to Guantanamo? That was going to cure all of these evils, and five or six years ago that was to be the great place.

The CHAIRMAN. That was always expected to be a repair place and a place for maneuvers. We always said that would not be a large place.

Mr. RIORDAN. Ten years ago Guantanamo was said to be the place where we could cure all of these evils.

The CHAIRMAN. Mr. Meyer when he asked us to make the first improvements there, stated that it was not contemplated to have a large yard or base there.

Mr. BUTLER. Secretary Long thought that was the place for a great naval station, and 20 years ago we started in, right in this room, to make it a big naval station. Then we learned, for the first time, from one of the officers of the Navy, that it was not a good place for a naval station and we held up on it.

Mr. BROWNING. Regarding amendment 93, did we not have a suggestion that it could be reduced?

The CHAIRMAN. Yes. I am not speaking about the appropriation but about the policy.

(The following memorandum was filed by Secretary Daniels in connection with Key West:)

Subject: Improvements in Key West Harbor.

Reference: H. R. 10069, "An act making appropriations for the construction, repair, and preservation of certain public works on rivers and harbors, and for other purposes."

1. The above-mentioned bill contains in it a clause for the appropriation of a certain sum of money to be devoted to the improvement of the harbor of Key West, Fla. As the development of Key West is a matter in which the Navy has been interested for a long time, it is deemed appropriate at this time to indicate concisely the Navy Department's policy.

2. Fortunately, in the past the United States has not been forced to conduct a major campaign in defense of its shores. For this reason largely, and perhaps to an extent because Key West is a somewhat advanced and isolated position on our own coast, its strategic and tactical importance has not been so much to the fore as other localities in the world. However, the Navy Department has always appreciated the military importance of this particular site as a base for naval operations, in case we were ever forced to conduct operations on or near our own coast.

3. A radius of 1,100 miles swept from Key West as a center includes within the circumference of the circle nearly all the following positions: The entire Mexican, Central America, Canal Zone, and Colombian coasts, the islands of Curacoa, Cuba, Haiti, Porto Rico, and St. Thomas, Bermuda, the Bahamas, and the coast of the United States to New York. All of the more important passages leading from Europe into the Gulf of Mexico are included within this sweep. Its strategic importance as a base for naval operations is therefore clearly shown.

4. The present war may, before its close, find hostile submarines of the cruising type operating on this side of the ocean. All of the shipping from the Gulf of Mexico, including the tank steamers carrying that most vital necessity—oil—must pass through this area.

This shipping should be protected, when the necessity arises, by every means in our power. Except for Habana, which is small, and a few anchorages behind the reefs, there are no harbors where the above shipping may take refuge from a submarine except at Key West. As a base for offensive operations against submarines Key West is ideal, and the Navy Department has taken advantage of this fact to

mobilize certain of its forces there, and is taking steps to further expand the facilities of the port.

5. With the above in view, the Navy Department has no hesitancy in saying that both for the future and for the immediate present the improvement of the natural harbor facilities of Key West is regarded by it with favor, as a step in the right direction and one which will further its development as a naval base.

The CHAIRMAN. We will now take up amendment 94, "Naval aeronautic station, Pensacola, Florida: Improvements central power plant and distributing system, $100,000." You have a fine station there now for flying machines, have you not?

Secretary DANIELS. Yes; we have a very fine station there and a very large one, and it is increasing all the time.

The CHAIRMAN. It is on the west side of the Gulf?

Secretary DANIELS. Yes. It has grown so much that the central power plant is not sufficient. This is for the purpose of increasing it. Of course, we could take that out of the aviation fund, but I feel that as this is to be a permanent improvement of the power plant, which was provided for by a specific appropriation, that a separate fund should be appropriated for the particular purpose.

The CHAIRMAN. The next is Senate amendment No. 85, page 60, "Marine barracks, Quantico, Virginia." What have you to say about that?

Secretary DANIELS. When the war began we leased that land. There are 4,900 acres there. It is a very large place. A board of marine officers looked over many places and leased that as the best place for the temporary barracks. We have allotted over a million and three-quarters for expenditure there, and now owing to the large increase in the Marine Corps which this bill authorizes it will probably be necessary to double that. It is the best located place for the training of marines that we have. Having so much land—level land for parades and hilly and rolling land for practical war maneuvers—and being adjacent to the river it is ideally located, and it is being fully developed.

The CHAIRMAN. Then that broken land is very good for Artillery practice?

Secretary DANIELS. Yes; it is fine for everything that the marines have to do on water and on land. For hiking and all training purposes it is splendid.

The CHAIRMAN. The next is amendment No. 86, on page 60, "Building for seamanship and navigation and other instruction purposes, $2,500,000."

Secretary DANIELS. Yes. In the original estimates I did not include that, although I should have done so. We were doing so much building this year that I had hoped we could postpone that expenditure for another year or until the next December bill, but our new class in June is going to number nearly 1,000 and we are crowded now for places to be used for teaching, and unless we have a large building—and it ought to be in keeping with the style of the other buildings there—we will not have sufficient places in which to teach these young men.

The CHAIRMAN. Of course, it will take at least 18 months to build this building.

Secretary DANIELS. We might get into this building by the 1st of of October of next year.

Mr. TALBOTT. You want the authorization now?

Secretary DANIELS. Yes; we want to begin on it at once.

The CHAIRMAN. It is needed there now?

Secretary DANIELS. Yes; and will be needed much more with the larger classes.

Mr. BUTLER. We must continue the present style of architecture there. Annapolis will soon be one of the beauty places of America. It will cost a lot of money to build it, of course.

The CHAIRMAN. The next item we wanted to ask you about is Senate amendment No. 98, on page 62 of the bill, for the "purchase of additional land adjoining the Navy Yard, $300,000; for grading, filling, and sea wall construction (limit of cost to be $750,000), $400,000." That is the navy yard at Bremerton.

Secretary DANIELS. We are doing much important work there. It is a very good yard, but we are shut in for lack of land. I had thought once that we might postpone this until another year, but Admiral Koontz, who is the commandant of that yard, says that he really has not room to work and that we should acquire this land now. Of course, if we had bought it 20 years ago, when the yard was first located there, we could have gotten it for next to nothing. We probably could have gotten it for nothing when the navy yard was established there. We can get it for $300,000 now. There are some small houses on it. This land is very necessary for the work of the yard. You know how crowded the yard is. A part of the station is on a very high hill, and Admiral Koontz says that we ought to have this level and for immediate need.

Mr. BUTLER. How much land is involved, or do you recall?

Secretary DANIELS. Twenty-nine acres, but owing to the way it lies, as well as other land within the reservation, by grading and filling we will be able to get nearly 60 additional acres. It is the only level land there that we can get. There are some small houses on the land.

Mr. BUTLER. I remember very well when we acquired that site, and I wonder why we did not get enough land. $23,000,000 was the amount that was included in the first naval appropriation bill that I voted for, and we thought it was a large bill. We thought when we were acquiring Bremerton that we were getting enough land, water, and everything else.

Secretary DANIELS. They have the deepest water there.

The CHAIRMAN. The next item here is, "For grading, filling, and sea wall construction (limit of cost to be $750,000), $400,000." I would be glad if you would insert in the hearings a full statement covering the reasons for that, and all the details with reference to it.

Secretary DANIELS. I will be glad to do so. (See pages 685 and 686 of testimony of Rear Admiral Parks.)

The CHAIRMAN. The next item is Senate amendment No. 108, on page 65, as follows:

The President is authorized to acquire under the authority and provisions of this act additional land for the enlargement of the Naval Training Station, Narragansett Bay, Newport, R. I., and for this purpose $100,000 is hereby appropriated, or so much thereof as may be necessary.

I would like for you to tell us about that.

Secretary DANIELS. You will recall, Mr. Chairman, that when we entered this war we began to train young men coming into the Navy

at Newport. We have overcrowded our present capacity there, and we need more land. You and other members of the committee were at Newport at the time, and I telegraphed you to look into this land at Coddington Point, which was offered to us at $250,000 or $200,000. I thought that the amount was entirely too large, and I think you agreed to that.

The CHAIRMAN. I telegraphed you adversely on that proposition.

Secretary DANIELS. And I did not recommend it, and told the people at Newport, or the commandant stationed there, that it was an exorbitant price and I could not recommend it. As I understand it, we have now a guaranty that the city of Newport has bought or has an option on this land for $150,000, and they offer it to the Navy at $100,000, which I think is a fair price, and I think we ought to buy it. It would give us room for 2,000 men and a fine drill ground. We have two naval bases on this coast for maneuvers, and our ships will always be there, or they certainly will be for some years to come. Those places are Narragansett Bay and Hampton Roads. We need this ground now during the war for the training of men, and we will need it afterwards on account of the naval base. We have the fleet there often, and we must have some place for the men to go. Even for that purpose alone the land is worth $100,000. For the present needs in the training of men, it is the only land there that can be had adjoining our station.

The CHAIRMAN. Do you know how much land is in the tract?

Secretary DANIELS. One hundred and sixty-one acres.

The CHAIRMAN. The city of Newport has acquired the property for $150,000 and proposes to sell it to the Government for $100,000, the city, according to the statement I saw published in the papers, proposing to issue bonds for the difference of $50,000 and absorb that much itself. You have a guaranty of that?

Secretary DANIELS. We have a guarantee as to the $100,000, and the bill does not allow us to spend more than that.

The CHAIRMAN. If the President should acquire it, the $100,000 would not be a limitation upon the value, as we had in the case of Jamestown, but what I want to get at is whether you have an assurance and guarantee from the city of Newport.

Secretary DANIELS. $100,000 will give us the title to this Coddington Point site.

Mr. BROWNING. The city of Newport owns it?

Secretary DANIELS. They have an option.

Mr. BROWNING. If the city of Newport owns the ground, there is no doubt about your getting it for $100,000.

Secretary DANIELS. The mayor and council have assured us that they have an option on it for $150,000, and they have definitely offered it to us for $100,000.

The CHAIRMAN. The next item is Senate amendment No. 117, on page 75. That amendment increases the appropriation by $1,000,000, and it is to be used by the Secretary of the Navy—

In mining coal, or contracting for the same in Alaska, the transportation of the same to Seward, Alaska, and the construction of coal bunkers and the necessary docks for use in supplying ships therewith; and the Secretary of the Navy is hereby authorized to select from the public coal lands in Alaska such areas as may be necessary for use by him for the purposes stated herein.

In other words, they have increased the appropriation by $100,000,000 and provided that this amount shall be used for the development of coal in Alaska.

Mr. TALBOTT. How does that coal up there suit?

Secretary DANIELS. The Matanuska coal suits very well.

The CHAIRMAN. We have had investigations of that heretofore.

Secretary DANIELS. What we have used there was like burning radium, because we had to carry it so far from the mines. Now, the railroad has been built there, and the idea is for us to get some of this coal. The cost of transportation of coal to the west coast is almost prohibitive. If we could get this coal, it would be a great saving of money and a gereat saving of coal in the East.

The CHAIRMAN. Can you tell us how close the Government road now is to the Matanuska and Bering River fields?

Secretary DANIELS. The Government road is connected directly with the Matanuska fields, but it does not appraoach by a hundred miles the Bering River fields. There is a private road running within 30 or 40 miles of the Bering River fields, however.

The CHAIRMAN. I hope you will be able to do it, because before the war came on we were paying less than $2.50 per ton for coal on the water's edge from the West Virginia fields, and it was costing us from $6 to $9 per ton to transport it by ships around to the west coast.

Secretary DANIELS. That is regarded as very important. You might omit the additional appropriation and just include the language of the Senate amendment, because it comes under the head of fuel and transportation.

Mr. RIORDAN. Suppose you had $200,000 and an authorization covering the rest of it?

Secretary DANIELS. If you should reduce the appropriation and make an authorization for the balance, it would be all right.

The CHAIRMAN. You think that you will not need all of the $1,000,000?

Secretary DANIELS. It is not necessary to have it all. If we had an authorization of one half of it and an appropriation of the other half, I think we could do it.

The CHAIRMAN. For the next year, if you had an appropriation of $250,000, with an authorization to proceed as to the remainder, would that be sufficient, or would you need an appropriation of $500,000?

Secretary DANIELS. I have not gone into that thoroughly enough to answer.

The CHAIRMAN. Suppose you put in the hearing a statement covering that, and stating whether or not you will need the entire amount.

Secretary DANIELS. It is my judgment that an appropriation of one half of the sum would suffice.

The CHAIRMAN. The next Senate amendment is No. 120, on page 80. That is legislation with reference to the temporary promotion of the officers of the Coast Guard.

Secretary DANIELS. You have a letter from me on that subject.

The CHAIRMAN. I will insert that letter in the record, but I wanted you to tell us about that.

Secretary DANIELS. The Senate amendment, for example, makes the Captain Commandant of the Coast Guard a commodore. I

have not felt that could be advocated upon military grounds. The Captain Commandant of the Coast Guard is a very capable officer and is doing good work, but most of his ships have been taken over and they are under the direction of the Navy. As a military matter I see no reason for his promotion. Then there are other promotions provided that for military reasons we can not recommend.

Mr. BROWNING. Who wrote this amendment.

Secretary DANIELS. It came from the Senate Committee.

Mr. BROWNING. Is this a Senate amendment prepared entirely without recommendation from the department?

The CHAIRMAN. The department recommended a bill which we reported out. We reported the bill and it is on the calendar.

Secretary DANIELS. The Senate amendment provides that certain officers in the Coast Guard be promoted to higher rank in the Navy. I do not recommend that, because those men would not be eligible to serve as captains in the Navy. My letters set forth the views of the department very fully.

(The letter referred to is as follows:)

NAVY DEPARTMENT,
*Washington, May 25, 1918.*

MY DEAR MR. CHAIRMAN: Referring to your verbal inquiry of this date, I have the honor to state as follows with reference to that part of the naval appropriation bill dealing with the promotion of officers of the Coast Guard Service:

The Secretary of the Navy under date of May 7, 1918, addressed a letter to the chairman of the Senate Naval Committee, explaining the department's views on the Coast Guard bill as introduced in the House (H. R. 9747) and Senator Calder's amendment thereto. It is noted that Senator Calder's amendment has been incorporated in the appropriation bill, but the matters which the department considers vitally necessary have not been so inserted. The questions in point are the relative rank of Coast Guard officers and naval officers, the question of promoting senior captains to the rank of captain in the Navy, and the question of promoting the captain commandant to the rank of commodore in the Navy.

As the bill now stands, Coast Guard officers of less total service and of the same rank as naval officers will be senior to the naval officers. This is manifestly injurious to the Navy and it is believed not desired by Congress. This can be corrected in the following manner, without affecting in any way the question of pay, allowances, or longevity pay of the Coast Guard officers or officers of the Navy.

H. R. 10854, Calendar No. 407, as reported by Senator Tillman, on May 21, 1918, page 80, lines 12 and 13, strike out "That for the purposes of this act" and insert in lieu thereof the following: "That service for the purposes of this act shall include service as a cadet, cadet engineer, or midshipman as the case may be and."

The bill as reported to the Senate now provides that one-third of the senior captains be promoted to the rank of captain of the Navy. The department does not approve of these promotions on the ground that it has no billets in which it can place officers of such high rank who have had such a limited amount of naval experience and training, and does not believe in giving high rank as a personal reward. A temporary captain in the Navy is expected to meet all the requirements of officers holding such permanent rank. While the experience in the Coast Guard, so far as seamanship on small vessels is concerned, is extensive and thorough, their military training for the purposes of handling the commands of the military character that a captain in the Navy is now required to handle is practically lacking. It is therefore requested that the following amendments be made to the bill:

Page 80, line 24, strike out the word "above."

Page 80, line 25, strike out entirely.

Page 81, line 1, strike out the word "engineers" and substitute in lieu thereof the words "as captains in the Coast Guard."

Page 81, line 1, insert before the word "captains" the word "permanent."

Page 81, line 4, strike out all after the semicolon.

Page 81, line 5, strike out entirely.

Page 81, line 6, strike out "in the Navy and colonel in the Army."

Page 81, line 7, strike out the words "senior captains."

As for the promotion of the Captain Commandant of the Coast Guard to the rank of commodore, the department does not approve this because the Captain Commandant has less responsibility and less authority than before the war began. The Navy has taken over entirely the operations of the Coast Guard vessels and Coast Guard personnel and it believes that it is injurious to the morale of the service to give increased rank except where there is increased responsibility, and then only when it is necessary to facilitate naval administration and command. To correct this it is requested that the following amendments be made:

Page 81, lines 10, 11, 12, 13, and 14, strike out entirely.

Respectfully,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*

Mr. RIORDAN. I have had occasion to see the Coast Guard men in drills at Battery Park, and they presented a fine appearance.

Secretary DANIELS. They are excellent men.

Mr. RIORDAN. I have seen them drilling down there, and there were thousands of people watching them.

Secretary DANIELS. They are an excellent body of men, and are doing splendid work. We have recommended certain promotions. We have recommended the promotion of two-fifths of the officers. We are utilizing them to great advantage.

The CHAIRMAN. The bill as reported by the House committee met the approval of the department and of the Secretary.

Secretary DANIELS. The Senate committee wished to go a great deal further. We had a conference between the Coast Guard officers and officers of the Bureau of Navigation, and we made some further recommendations of promotions.

Mr. BROWNING. This letter contains the Secretary's opinion?

Secretary DANIELS. Yes. Senators Swanson, Lodge, and Tillman felt that the Captain Commandant should have the relative rank of rear admiral, but I could not recommend that, and they insisted that all of the senior captains in the Coast Guard should have the rank of captain in the Navy, but I did not recommend that. For naval purposes, it is not good policy.

Mr. TALBOTT. We put in an item taking care of the Coast Guard, and I want to know whether the Senate changed that or not. I want it to remain as it was in the law.

The CHAIRMAN. We reported out a bill, and the Senate has taken the first section of our bill, identically as we reported it. They have stricken out the second section of our bill and inserted a different provision as section 2, and that is the one that the Secretary is objecting to. Then, section 3 was changed somewhat, but not so much as the other. The Secretary has called attention to the changes in his letter. There is nothing further you wish to suggest in reference to that, Mr. Secretary?

Secretary DANIELS. No; my letter is very full.

The CHAIRMAN. There is one other amendment here, and I believe that winds up all these matters. I call your attention to Senate amendment No. 163, on page 98 of the bill. That refers to the increase of the Navy. As amended the provision reads:

Of the vessels authorized to be constructed prior to July first, nineteen hundred and nineteen, in the act making appropriations for the naval service for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for other purposes, approved August twenty-ninth, nineteen hundred and sixteen, the construction of which has not heretofore specifically been directed to be begun shall be begun as soon as practicable, but not later than June thirtieth, nineteen hundred and nineteen.

The Senate has added these words, "But not later than June thirtieth, nineteen hundred and nineteen." In other words, that is a direction that you shall begin the construction of those large vessels before June 30, 1919. It has been shown to us in the hearings and, also, in your reports, that the department has for many reasons, which have been enumerated, among them the greater need for torpedo boats, chasers, and commercial ships, absolutely suspended the beginning of work on the battle cruisers and the other cruisers that were authorized, and on the battleships that were authorized in the last bill, and is not pushing the construction on some of the battleships of which the keels have been laid. I wanted to ask you what you thought of the propriety or wisdom of an amendment compelling construction to be begun upon those large ships and the remaining ones prior to June 30, 1919, or during the next fiscal year?

Secretary DANIELS. We have not been able to find a place for the construction yet without crowding out ships of the Shipping Board. They are using the large plants for building merchant ships. While I do not to-day see where we could begin the construction, if this remained in the law, I would seek to secure larger facilities from the private yards and our own navy yards so as to begin before that time.

The CHAIRMAN. I understand that you would do that, but what would be the effect upon the commercial ships, and is it wise to put a mandatory provision of that kind in the law, or should we leave it to the discretion of the Secretary and the President?

Secretary DANIELS. I think I would put it in. I think it will give us a better chance to secure facilities, and if the Hog Island and other plants turn out as well as we expect we can just say to Newport News and other big shipbuilding yards equipped for building large naval ships, "You can not build any more merchant ships; you must build Navy ships." And if this war goes on a long time, it may be that these ships that have been authorized may be very necessary.

Mr. TALBOTT. The public will want these ships built.

Secretary DANIELS. I believe it would be a wise policy to keep the Senate amendment in the bill, and let us exert every energy to hurry the construction of these big ships.

Mr. BUTLER. It will strengthen the arm of the Secretary of the Navy.

Secretary DANIELS. I think it ought to remain in and I think we will go the limit to construct them. If we can not, we will have to come back to Congress. Nothing except the impossible will prevent us from doing it, and there are very few things that are impossible in America.

The CHAIRMAN. I wanted to call attention to amendment No. 20, on page 12. That is where the Naval Militia and the National Naval Volunteers are covered over into the Naval Reserve Force. The House passed it, the Senate passed it, and it was recommended by the department, but the Senate has changed the language a little bit, and here is a letter from a friend addressed to Mr. Hicks. He says:

In the naval bill an amendment to the House bill has been put in by the Senate, and the effect is not what I believe is intended. It is with reference to the transfer of the National Naval Volunteers to the Naval Reserves. The House bill covers the case as recommended by the bureau, but the Senate has changed the wording by taking them in as a class when confirmed. I have not the bill before me so can not quote accurately. The result is, however, that a lot of fellows, like myself, will be legis-

lated out of office. I had a commission in the Naval Militia, and was ordered on duty and given a commission as a National Naval Volunteer, subject to examination, as has everyone coming in after war was declared. We have never been confirmed, consequently would all go out, and I do not think it is intended.

And the words that he has reference to are in line 3, page 13, "for general service, in the confirmed rank, grade, or rating they now hold in the National Naval Volunteers. I am not prepared to say that the interpretation that he has given in the letter is correct, but I wanted to call it to your attention and let you answer it when you have taken the counsel of the men there as to whether or not it is inaccurate language.

Secretary DANIELS. The Judge Advocate General has informed me that it is not believed that the modified provision will operate to the disadvantage of any persons who are members of the National Naval Volunteers.

The CHAIRMAN. I wanted to state that it was not intended in any of the legislation to transfer a man over in a confirmed position when he was on a probation period at the present time, and our idea was that the legislation would transfer them from one service into the other in the identical positions in which they were in the service from which they were transferred into the new service.

Secretary DANIELS. That is the intention.

Mr. RIORDAN. I was absent and do not know what occurred in connection with Senate amendment 170.

Secretary DANIELS. I wish the Senate amendment stricken out and to pass it as the House passed it. I think we ought to insist upon the bill as it passed the House.

Mr. RIORDAN. Otherwise it is going to create a lot of unnecessary controversy.

Secretary DANIELS. Exactly. We have discussed this matter often. If you put that in it will produce dissatisfaction among the men who are building ships and repairing ships, and they are doing excellent work, in the main. They have done better work than they have ever done, and in spite of the coldest winter we have ever seen these men have measured up, most of them, well, and they are now very enthusiastic and earnest, not only in the work they are doing, but in the spirit they have toward the war. I think that in most of the yards more than 90 per cent of the men took bonds and subscribed to the Red Cross fund. Everything is coming along finely, and they are showing a spirit toward the war that is splendid. I do not know anything that has heartened me so much as the feeling that they men building and repairing ships really feel they are in the Navy in every way. You put this thing in and immediately they say you are going to put the Taylor system back, and it is going to reopen an old controversy that will not do us any good.

Mr. BROWNING. They leave in the Taylor system?

Secretary DANIELS. Not in this bill. I understand this is in reference to the bonus system, and the Senate has left in the provision prohibiting the Taylor system.

Mr. BROWNING. I have had a great many letters and a great deal has been said about this bonus question.

The CHAIRMAN. They leave in the part that refers to the prohibition of the use of a stop watch or other time-measuring device?

Secretary DANIELS. I strongly favor having it stand as it passed the House.

The CHAIRMAN. The House put this identical language in the Army bill the other day.

Mr. BUTLER. We voted on this provision in the House.

Secretary DANIELS. The bonus provision was stricken out in the Senate on a rather close vote.

Mr. BUTLER. A motion was made in the House, when we were considering the naval appropriation bill, to strike this out in the Committee of the Whole, and the Committee of the Whole said retain it.

Secretary DANIELS. I think it ought to be retained as it passed the House.

Mr. BROWNING. Regarding that amendment relating to the bonus I understand that there are a great many men who would like to have the advantage of that. There are objections to the Taylor system, but I can not see, for the life of me, any objection to the bonus part of it.

Secretary DANIELS. You may make a good argument on it, but I feel it would be unwise to reopen the controversy when we are getting along so well.

Mr. RIORDAN. These are distressful times and nothing should be done to open up these old sores.

(Thereupon the committee adjourned.)

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[No. 22.]

HOUSE OF REPRESENTATIVES,
COMMITTEE OF CONFERENCE,
Saturday, June 22, 1918.

The committee met at 1.30 p. m., with Hon. Lemuel P. Padgett, chairman, presiding, there being present also Mr. Butler, Mr. Browning, Mr. Talbott, and Mr. Riordan, having under consideration H. R. 10854.

## STATEMENT OF CAPT. E. P. BERTHOLF, ACCOMPANIED BY CAPT. C. A. McALLISTER AND CAPT. C. E. JOHNSTON.

The CHAIRMAN. Gentlemen, I want to take up for consideration at this time in a preliminary way Senate amendment 120, with ratings for the Coast Guard, and I asked Capt. Bertholf and Capt. McAllister and Capt. Johnston to come up that we might get the views of the Coast Guard with reference to the Senate amendment. We had a hearing and reported out the bill, but the Senate has put in different provisions.

Mr. BUTLER. Didn't we hear everybody on this bill before we reported it?

The CHAIRMAN. We did on the bill as it was presented to us, but not on the bill as it has been presented by the Senate amendment. The first paragraph of the Senate amendment is substantially the first paragraph of the bill as it was reported out by the House committee, except in lines 16 and 17 of the proviso on page 80 of the Senate bill there is inserted this language, "In the Navy Department or in the Coast Guard," so that it reads as the Senate amendment, "*Provided further*, That constructors of the Coast Guard now authorized by law who shall have had as much total service in the Navy Department or the Coast Guard as the officer of the construction corps of the Navy at the foot of the permanent or temporary list," etc. Now, the words, "In the Navy Department or in the Coast Guard" were added by the Senate amendment. That was not in the bill as it was sent down by the department originally and which the House passed out. Why is that particular language inserted in the Senate amendment?

Capt. BERTHOLF. I don't know. I am sure I hadn't noticed that before.

The CHAIRMAN. The first bill read:

*Provided further*, That constructors of the Coast Guard now authorized by law who shall have had as much total service as the officer of the Construction Corps of the Navy at the foot of the permanent or temporary list.

Capt. BERTHOLF. I don't know how that addition got in the Senate bill. I never noticed it before.

The CHAIRMAN. The whole thing is the Senate amendment.

Mr. BUTLER. But evidently somebody had prepared this Senate amendment.

The CHAIRMAN. I don't know. It is substantially the same as the House bill.

Capt. BERTHOLF. Do you know anything about that, McAllister?

Capt. MCALLISTER. It is a new one on me. Was it that way in the Senate amendment when the Senate passed it?

The CHAIRMAN. Yes; I am reading it as the Senate passed it.

Capt. BERTHOLF. Isn't this amendment that was put in by the Senate practically the same as the amendment offered on the floor by Senator Calder?

The CHAIRMAN. No, sir; this is the language, word for word, of the bill as reported by the House committee with that added down to that point; and then down below I will call your attention to another change in a moment.

Capt. BERTHOLF. I think, however, that the wording follows generally an amendment Senator Calder announced he was going to propose to the naval appropriations bill, but upon which no further action appears to have been taken. But I do not know why the words indicated by the chairman were put in by the Senate committee, unless it was to define "total service."

Capt. MCALLISTER. We have two constructors, one constructor for hull and the other for engineering. The hull constructor worked for the Navy Department for a period of about eight years before he came to us. It might be to cover his services.

Mr. BUTLER. That is to bring in somebody. Did Senator Calder prepare his own amendment?

Capt. BERTHOLF. I don't think so.

Mr. BUTLER. I wonder who prepared it for him?

Capt. BERTHOLF. I think I did.

Mr. BUTLER. Of course, you know, Captain.

Capt. BERTHOLF. Yes; but I don't remember that. I never heard it discussed before.

Mr. BUTLER. Wasn't that put in there to bring somebody in who otherwise would be left out? Isn't that done—inserted there to increase the grade of someone whose grade would not otherwise be increased?

Capt. BERTHOLF. Capt. McAllister says one of our two constructors was in the Navy Department prior to entering the Coast Guard.

Capt. MCALLISTER. He was with the New York Shipbuilding Co. as chief draftsman for naval construction.

Mr. BROWNING. Who was he?

Capt. MCALLISTER. Mr. Hunnewell.

Mr. BUTLER. How did he get in the Coast Guard?

Capt. MCALLISTER. He was appointed as hull constructor. We have one hull constructor only.

Mr. BUTLER. He was once a constructor in the Navy?

Capt. MCALLISTER. No, he was a civilian employee.

The CHAIRMAN. He was a civilian employee in the Navy Department?

Capt. MCALLISTER. Yes, sir; he had been in the Navy Department for three years and then with the New York Shipbuilding Co. for seven or eight years, I think.

The CHAIRMAN. He was a civilian employee for seven or eight years in the Navy Department?

Capt. MCALLISTER. Yes, sir; I think so.

The CHAIRMAN. Not as an enlisted man nor as a commissioned man?

Capt. MCALLISTER. No, sir.

The CHAIRMAN. He was purely a civilian employee.

Capt. BERTHOLF. Correct.

The CHAIRMAN. Then he came into the Coast Guard as a constructor?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. He then has an official relationship with the Coast Guard?

Capt. BERTHOLF. He is now in the Coast Guard.

The CHAIRMAN. Since he came in, but did not have before he came into the Coast Guard any such relation with the Navy Department?

Capt. BERTHOLF. Except in his civilian capacity; had no military connection with the Navy Department at all.

The CHAIRMAN. Now, then, in the next proviso, beginning on line 21, page 80 of the printed bill, it reads as in the Senate amendment: "*And provided further*, That for the purposes of this act, service in the Coast Guard to be counted must have been continuous." Now, in the bill as it was reported by the House committee it read: "*And provided further*, That service for the purposes of this act shall include service as a cadet, cadet engineer, or midshipman, as the case may be, and service in the Coast Guard to be counted must have been continuous." Why, and what is the effect of leaving out the language "shall include service as a cadet, cadet engineer, or midshipman, as the case may be?"

Capt. BERTHOLF. I don't think the leaving out of those words has any effect at all, but I think leaving out those words was an inadvertance, for this reason: There has been a discussion between the Coast Guard and the Bureau of Navigation as to the running mates, you remember, whether it should be based on total service or total commissioned service, and the Coast Guard's contention was that it should be total commissioned service rather than total service, and if the Senate amendment had been framed on the basis of total commissioned service, then these words you have spoken would not be needed. When the Senate committee asked me about it I said that the matter of "total service" or "total commissioned service" had been the subject of much discussion, but I did not care to dispute the point. If the bureau wanted it total service, let be that way, and therefore these words that have been elided, I should say, have been inadvertently elided. I don't think it was the intention to leave them out, but at the same time I don't think it makes any difference whether they are in or out. I think if they were put back it wouldn't make any difference in the meaning of the section.

Mr. BUTLER. Total service would mean cadet service, cadet engineer or midshipman?

Capt. BERTHOLF. I don't think it makes any difference.

Mr. BUTLER. Why would they take them out? That raises my suspicion.

Capt. BERTHOLF. You notice the amendment proposed by Senator Calder says "total commissioned service." If the running mates were to be on the basis of total commissioned service it was unnecessary to put this defining clause in. That defining clause is not in the Calder amendment. When the Senate committee asked me

about it, I told them if the Bureau of Navigation thought it ought to be total service, I would make no further objection. I think the omission of the defining clause is simply an inadvertance.

Mr. BROWNING. Why should this be continued, "to be counted must have been continuous." Why, for instance, a man who is out of the Coast Guard and brought back, why shouldn't he have the advantage of it?

Capt. BERTHOLF. That was done by the Bureau of Navigation. We have no objection to it.

Mr. BROWNING. Why was it drawn to be continuous service? Why should a man who had previous service, why shouldn't it be counted?

Mr. TALBOTT. He is out of the Coast Guard Service say five years. and then brought back to the Coast Guard Service.

Capt. JOHNSTON. In this particular case there are a few officers in the Coast Guard who have served for a period and then resigned and later on have come back; and when they did come back, they reentered at the foot of the lowest grade.

The CHAIRMAN. It will disturb the present order of precedence.

Capt. BERTHOLF. Yes, sir.

Mr. BROWNING. I have a letter here from one of my constituents. and he recites a case—perhaps you gentlemen know this man, Lieut. Burkett, who came from my State, resigned from the Coast Guard a few years ago and was subsequently able to have him reinstated by special act of Congress.

Capt. BERTHOLF. It was general legislation, not special for him. He came back under a certain provision in the Army bill.

Mr. BROWNING. This gentlemen says "subsequently able to have him reinstated by special act of Congress," that is what the letter says "he feels, and I believe justly so, he should be able to count his previous service in the Coast Guard in order to be accounted for promotion, or otherwise he will be forced to serve through the war as an untrained man."

The CHAIRMAN. If it is not continuous and he came back below people who had stayed in, when he resigned and went out—he wasn't reinstated to his place. He entered again and was at the bottom, and if you were to allow him to count his previous service, it would put him up above a number of people who have stayed in.

Mr. BROWNING. Here is another phase of the case, if he had accepted a commission as lieutenant, junior grade, which was offered in the Navy, he says he would now be at least lieutenant, senior grade, but as he was then in the Coast Guard service, he feels he would be of more service in that branch, and he ought to be permitted to serve in the capacity he was most capable of serving.

The CHAIRMAN. He wants what he was in at first to count in this last?

Capt. BERTHOLF. That would cause him to jump over those officers who are now senior to him in the Coast Guard, and there is another section of this bill which specifically forbids that.

Mr. BUTLER. Of course, these men must earn their way in this Coast Guard, and they are called out.

Mr. BROWNING. This gentleman says in this letter he was offered a commission in the Navy.

The CHAIRMAN. But unfortunately he didn't accept it. Now, then, the next part is the Senate amendment, what they call section 2. That section goes out, that part of it, because we don't have sections in the naval bill. But that second paragraph, they strike out the second section of the bill as reported by the House committee, and substitute an entirely different provision in what they call the second section of the Senate amendment.

Capt. BERTHOLF. Yes.

The CHAIRMAN. What have you to say about that?

Capt. BERTHOLF. Well, when we have been consulted on that matter we have always contended that the method proposed by the Bureau of Navigation for the temporary promotion of captains in the Coast Guard was not a proper one, because it depends upon a man being actually attached to a ship. In my former hearing, I called attention that such a provision would eventually, no doubt, result in the intermittent promotion of the entire grade, it being simply a matter of sending them to sea. Such a provision would also result in practically penalizing an officer who was required to do duty on shore and could not get to sea, and we have officers in that situation.

Mr. BUTLER. Isn't that so in the Navy?

Capt. BERTHOLF. Yes, sir.

Mr. BUTLER. You can't get promotion in the Navy unless you go to sea. We are just putting an amendment on this bill authorizing the Secretary of the Navy in certain instances to accept them. Haven't we, Mr. Chairman?

Capt. BERTHOLF. Yes, but the two propositions are not exactly the same. An officer must have had sufficient sea service to be eligible for promotion, but we object to the proposal to make Coast Guard officers stay always at sea to retain promotion unless the same rule is adopted for the Navy.

Mr. BUTLER. When you return to land you would leave your promotion on the boat?

Capt. BERTHOLF. Yes; you can't find an officer in the Coast Guard that hasn't been to sea three-fourths of his time. If an officer in the Coast Guard is at sea, and by virtue of that fact has an added rank, as provided by the House bill, and then should be so unfortunate as to lose his ship in action, his commission would go down with his ship. If he was severely wounded in action and had to go to the hospital, it would be the same, and he would be demoted, because he would not stay at sea. In addition to that, I could call attention to cases where officers are not permitted to go to sea—being needed for some particular duty on the shore. They would be penalized for that, so that system of promotion provides for a selection board, two-fifths——

Mr. TALBOTT. Did you make that suggestion to the Navy?

Capt. BERTHOLF. Yes; that is what we believe, and the Secretary of the Navy agrees to that.

The CHAIRMAN. You say not to exceed two-fifths of the captains authorized by law?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. Under section 71 you would have captains on the basis of what was on the register some months ago?

Capt. BERTHOLF. Depending upon the running mates of the navy.

The CHAIRMAN. But at the present time how many captains would you get under section 1?

Capt. JOHNSTON. I think it is still 78. I don't think any change has been made.

Capt. BERTHOLF. It would promote, of course, those in the same degree as in the Navy. There are, under the law, 31 captains.

The CHAIRMAN. And if you go up to 71 on the basis under the law, I was under the impression that there was a large number of officers than the 138, wasn't it?

Capt. BERTHOLF. I don't believe it would abnormally increase. It would increase, of course, as time goes along as their running mates in the Navy are promoted.

Mr. TALBOTT. I think it is 128.

Capt. JOHNSTON. There are 227 commissioned officers altogether. I think there are 141 line officers.

Capt. MCALLISTER. Commander Coffey put the number in the last hearing.

The CHAIRMAN. Yes. And it says not to exceed one-third the number of captains authorized by law in the engineers.

Capt. BERTHOLF. There are 6 of those authorized by law.

The CHAIRMAN. That would promote 2 officers to have a rank of senior captain in the Coast Guard?

Capt. BERTHOLF. That is one grade.

The CHAIRMAN. That would be equivalent to commander in the Navy.

Capt. BERTHOLF. That is true.

Mr. TALBOTT. And carry the pay of captain, doesn't it?

Capt. BERTHOLF. No; it carries the pay of commander.

The CHAIRMAN. It says "to have the rank of captain in the Navy."

Capt. BERTHOLF. That is further down, Mr. Chairman.

The CHAIRMAN. Yes. "And not to exceed one-third the senior captains authorized by law to have the rank of captain in the Navy and colonel in the Army."

Capt. BERTHOLF. There are six of those. That would promote two officers.

The CHAIRMAN. And two above.

Capt. BERTHOLF. And 2 above; yes, sir; 12 captains, 2 captains of Engineers, and 2 senior captains to be selected.

The CHAIRMAN. Would get promotion.

Capt. BERTHOLF. Under this; yes, sir.

Mr. BUTLER. That provision is not in the House bill.

Capt. BERTHOLF. No, sir.

Mr. BUTLER. In other words, that gives you an increase in grade.

Capt. BERTHOLF. Not an increased grade, because we have that grade now.

The CHAIRMAN. Just adds numbers to it.

Mr. BUTLER. I mean adds numbers to it.

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. Provides that senior captains, captains, and captains of Engineers to be promoted hereafter shall be promoted by selection, as provided for the Navy.

Mr. BUTLER. They have added the words senior captains. The Senate amendment has, hasn't it?

Capt. BERTHOLF. Yes.

Mr. BUTLER. Why is that?

Capt. BERTHOLF. They have provided for promotion of captains.

The CHAIRMAN. One hundred and thirty-two is what Capt. Coffey said. He took all the line officers registered January 1, 1917—that is, 132.

Capt. BERTHOLF. They will need them all.

The CHAIRMAN. Now, the next paragraph, "that during the period of the present war the captain commandant of the Coast Guard shall have the rank of commodore in the Navy and brigadier general in the Army, and the engineer in chief of the Coast Guard shall have the rank of captain in the Navy and colonel in the Army." In the hearing before the conferees, the Secretary of the Navy expressed his disapproval of that, and stated that those two officers, Capt. Bertholf as the captain commandant and Capt. McAllister as the engineer in chief of the Coast Guard, that their duties and responsibilities were decreased by the taking over of the Coast Guard into the Navy, and that you had less responsibilities and less duties to perform than heretofore. Now, the conferees wanted to get your side of that question so that we could have them both before us when we go to consider it.

Mr. BUTLER. Let me ask you, in the bill which we reported to the House, that was not included?

The CHAIRMAN. No, sir; that is a new provision in the Senate.

Mr. BUTLER. Was this feature of the bill talked about before we reported that to the House?

The CHAIRMAN. Oh, yes; it was mentioned incidentally.

Mr. BUTLER. And wasn't the bill we reported to the House largely a compromise between the Navy and Coast Guard?

Capt. BERTHOLF. I don't know. It may have been a compromise all right, but the Coast Guard wasn't in the compromise.

The CHAIRMAN. I understood the bill on which we had the first hearing had been worked out by cooperation between the Bureau of Navigation and the Coast Guard officers.

Capt. BERTHOLF. I thought I stated very definitely in my former hearing that while that bill was discussed by the Coast Guard and the Bureau of Navigation, the bill as sent down here was worked out by the Bureau of Navigation alone, and did not meet the views of the Coast Guard in many essential features. They originally prepared at the Bureau of Navigation a bill which provided for temporary promotion of officers in the Coast Guard of the rank of first lieutenants and under, with running mates, in the Navy. They sent it over to the Coast Guard for comment.

Mr. BROWNING. You say you made this statement to us before in the hearings?

Capt. BERTHOLF. Yes, sir; page 545. We considered the matter and submitted our views, in which we stated that we thought that officers above the grade of first lieutenant should have consideration. The matter was then taken up in the Secretary's office and these various views were set forth. Later the Bureau of Navigation drew up a bill and sent it down here.

The CHAIRMAN. I think you went into it. This matter is before us now by Senate amendment. I want to ask you, Captain, to present your views along the lines that I have stated, as to the necessity from a naval point of view for that grade.

Mr. BUTLER. You mean a military view?

The CHAIRMAN. I asked him from a naval view. Of course, you understand, except in time of war where you are temporarily with the Navy, you are a Treasury organization.

Capt. BERTHOLF. Yes, sir; that is true, but nevertheless——

The CHAIRMAN. And that cooperating with the Navy and serving with the Navy, I want to see what the considerations were from a naval standpoint for this promotion.

Capt. BERTHOLF. Yes, sir; but I think I should preface my remarks by stating, under the law the Coast Guard is a part of the military force of the country no matter where it is serving, or under what condition it is serving. The law states it is part of the military force of the country, and the fact it is serving under the Treasury Department under certain conditions and under the Navy Department under other conditions makes no difference in its status.

Prior to the war the clerical force at Coast Guard Headquarters totaled 54 persons; it now totals 105. It is apparent therefore that the administrative duties at Coast Guard Headquarters have increased since the war rather than diminished. Under the law, the Coast Guard is operating as a part of the Navy, and consists, generally speaking, of the following units: 21 cruising cutters, 25 tugs and smaller vessels, and 273 stations. In peace time the operation of all these units are directed from Coast Guard Headquarters through such officers of the Coast Guard as are in charge of groups of units in the field. The personnel of the service consisted in peace time of 229 officers and about 4,000 men. During war, the operations of the vessels of the Coast Guard are directed by the field officers of the Navy who are in command of the groups of units to which the several cutters are attached, but the work of administration is done by Coast Guard Headquarters, except the purchase of supplies and repairs in the case of certain vessels. Nevertheless, all accounts are handled, ships are manned, officers and men are paid, and orders to personnel issued by Coast Guard Headquarters. At the present time, the personnel of the Coast Guard consists of 29 officers, the same as in peace time, and approximately 6,000 men. It will be noted that the Coast Guard is operating 2,500 miles of telephone and cable along our coast, 1,000 miles of which have been constructed since the beginning of the war, and this system forms a very important part of the coastal communication system in the several naval districts. It is administered by the Coast Guard.

There are six senior captains in the Coast Guard, and at the present time one is performing duty as chief of staff, twelfth naval district. His rank is now that of commander. It is understood that, as a rule, chiefs of staff in naval districts have the rank of captain. Another senior captain is commanding the naval training camp at San Pedro, Cal. A retired captain of the Coast Guard is chief of staff, seventh naval district. Captains of the Coast Guard are captains of the port at New York, N. Y., and Norfolk, Va., respectively. A second lieutenant of the Coast Guard is in command of the Wissahickon Naval Training Camp, and a second lieutenant of the Coast Guard is routing officer for vessels leaving the port of New York. The Senate amendment to the naval appropriation bill calls for promotion by selection of one-third of the senior captains (a total of two) to have the rank corresponding to that of captain in the Navy, and it seems remarkable that there should not be responsible duties

which could be assigned to two officers of the Coast Guard having the rank corresponding to captain in the Navy, when at the present time one senior captain of the Coast Guard, with the rank of commander, is performing a class of duty which is usually performed by naval officers of the rank of captain. The length of sea service of senior captains in the Coast Guard is, as a rule, greater than the length of sea service of captains in the Navy, notwithstanding that senior captains in the Coast Guard have only the rank of commander. Coast Guard officers are now performing duties identical to those of naval officers both abroad, in home waters, and on shore, and, as a rule, officers of the Coast Guard have less rank than naval officers performing the same class of duty.

Now, if the duties of the commandant of the Coast Guard have been decreased since war, I have not discovered it.

The CHAIRMAN. I want to ask you with erference to those various stations and officers. Do you direct the work and the efforts, or is it directed by the naval officers?

Capt. BERTHOLF. The ships are not under my immediate direction, any more than naval ships are under immediate direction of a bureau chief. Abroad, the force commander directs the operations of his own ships, both Coast Guard or naval vessels. Our vessels are no different from any other. At home, the naval district commandants along the coast direct the movements of their vessels, both Coast Guard and naval vessels. The fact that they do doesn't lessen the responsibility of the Navy bureau chiefs nor the responsibility of the commandant of the Coast Guard to keep the vessels manned and in condition to operate.

The CHAIRMAN. I understand, but you have got your boats out. Have not they been taken out and distributed along through the Navy? Have you got an organization of Coast Guard boats, or are they just units under the Navy?

Capt. BERTHOLF. The impression seems to have been gained that the Coast Guard personnel has been disseminated throughout the Navy and dissolved. That is not the fact. Here are the orders of April 6, 1917, from the Secretary of the Navy to the commandant of the Coast Guard.

NAVY DEPARTMENT,
*Washington, April 6, 1917.*

From: The Secretary of the Navy.
To: The Captain Commandant, United States Coast Guard.
Subject: Operation of Coast Guard as a part of the Navy.

1. The act of Congress approved January 28, 1915, directs that, in time of war, the Coast Guard shall operate as a part of the Navy, subject to the orders of the Secretary of the Navy. A state of war between the United States and Germany now exists.

2. You are directed to continue until further orders the interior administration of the Coast Guard in all respects the same as when operating under the Treasury Department. All Coast Guard administration officers and office forces will be retained in present quarters and will perform their present functions.

JOSEPHUS DANIELS.

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NAVY DEPARTMENT,
*Washington, April 6, 1917.*

From: The Secretary of the Navy.
To: Captain Commandant, United States Coast Guard.
Subject: Administration of Coast Guard.

1. The Coast Guard having, in accordance with law, become part of the Navy and subject to the orders of the Secretary of the Navy, the following instructions concerning the administration of the Coast Guard are issued for your guidance:

Your office will be known as Coast Guard headquarters.

Incoming correspondence affecting Coast Guard forces will be referred to Coast Guard Headquarters for recommendation as to action by the Navy Department. Outgoing correspondence affecting the Coast Guard will be sent to Coast Guard Headquarters for appropriate action, or when action is taken by the department a copy of such correspondence will be furnished that office.

In order to insure uniform disciplinary action in all cases involving Coast Guard personnel such cases will be handled by the office of the Judge Advocate General of the Navy.

Repairs to Coast Guard vessels and other Coast Guard material will, after recommendation by Coast Guard Headquarters, be considered by the bureaus of the Navy Department concerned and work will be charged to naval appropriations properly available.

Coast Guard general depots, supply and repair stations, will be administered as heretofore by Coast Guard.

JOSEPHUS DANIELS

That we have been doing. The enlisted force of the Coast Guard is enlisted and recruited by Coast Guards officers and according to Coast Guard standards. Assignments of Coast Guard officers are effected by the commandant. The administration of the Coast Guard is conducted through the headquarters of the Coast Guard. The operation of the ships are necessarily directed by the commandants of the districts or the squadron commander. The repairs of our ships are made by the repair stations of wherever they may be. They are sometimes repaired at our home station at Baltimore. Some naval vessels are sent there also. The Coast Guard academy is administered directly by the Coast Guard headquarters. Supply depots likewise. Some of the officers of the Coast Guard have been transferred from Coast Guard vessels and assigned to duty on naval vessels, their places being taken by naval reserve officers in order that the facilities of the Coast Guard might be used to train those reserves. In that way the Bureau of Navigation gains the services of experienced seagoing officers.

Mr. BUTLER. Naval reserve officers are placed on the boats if they need them?

Capt. BERTHOLF. If they need them.

Mr. BROWNING. Has that order you read been changed?

Capt. BERTHOLF. No, sir.

Mr. BUTLER. The distribution of these officers is not in conflict with that order?

Capt. BERTHOLF. No; we have asked repeatedly that our officers be used where their experience would be of most value.

In the Coast Guard no provision is yet made for temporary promotion during the war. I brought this matter up in the beginning. They didn't see the point. We therefore waited until they did see it, and finally the Bureau of Navigation realized they could not use our officers to advantage unless they had higher rank. There are in the Coast Guard 31 captains of seagoing experience of 20 to 30 years, with rank of lieutenant commander—experts in navigation. Why shouldn't those men be used where they can be best used, and why shouldn't they have the rank due their experience and their ability.

It is demanded of them by law that they have the experience and ability, and why should they get the rank only when they go to sea? In the Navy an officer is entitled to his rank no matter where he is directed to serve, and why should it be different in the Coast Guard?

The CHAIRMAN. Have these officers of the Coast Guard that have the rank of captain and have had from 20 to 30 years of experience

at sea most of the time, have they had service and experience of such a character and on such a type of boat as would fit and qualify them to do the duties of a commander or a captain in the Navy of a naval vessel?

Capt. BERTHOLF. You want to specify the kind of vessel?

The CHAIRMAN. No; my idea is this, that theretofore the officers of the Coast Guard may have been serving on small commercial vessels along the shore, or not out far from shore, and not drilling with guns and munitions and having a small crew under them and not having command of larger crews. Now, then, that man was a captain in the Coast Guard. If he was made a captain or commander in the Navy, would he have the qualifications to discharge the duties of a captain in the Navy or a commander in the Navy on a larger vessel with larger crews and having guns of all calibers under his command, and a military or naval organization of, say, a thousand persons—whether or not they would have that experience and training that would qualify them to discharge that duty.

Capt. BERTHOLF. Yes, sir. There is nothing particularly mysterious about serving on a naval vessel. Going to sea is going to sea. An officer who can command a cutter on our own coast on the ice patrol in the Bering Sea, in the Arctic Ocean, and anywhere in the world, as many of us have, can command any vessel, no matter what the size. Size is only relative. The crew of a Coast Guard cutter in peace times is small. It isn't, however, our fault that it is small. It is because no money is available for larger crews. The crews are greatly increased in war times. I will state, further, that the officers of the Coast Guard who are now serving on the other side have been as efficient as anyone could expect. Their reports have been good. Their squadron commanders have recommended that the captains have the rank of commander. They are, perhaps, the best judges, and they say they should have higher rank. Have they had the military experience? As I have said, a certain captain in the Coast Guard is chief of staff of the twelfth naval district. If he knows nothing about military affairs, why was he made chief of staff? Of course he knows.

Of course, Coast Guard ships are not merchant ships. They are maintained with naval discipline. They are manned by men who are enlisted under the same system as in the Navy, except it is for one year. They are trained in military duties. The ships are armed in peace as well as war, and the guns are owned by the Navy Department. The batteries are furnished by the Navy Department in peace for the particular purpose of training our men so they can fulfill their function of becoming a part of the Navy in time of war. The law requires that sort of thing. The Coast Guard doesn't exist in peace times for the sole purpose of drilling. It hasn't the time. It has to perform its military drills when it may, because the vessels have to keep on the alert all the time to go to sea when other ships meet with disaster. Between times we have to keep up our military discipline, and this we do, with the result that when our vessels have operated with the Navy in every naval war this country has fought, and the Navy has been glad to have us for what we are able to do along military lines.

Mr. TALBOTT. You say the enlistment is only for one year in the Coast Guard?

Capt. BERTHOLF. For one year. The law permits three years.

The CHAIRMAN. Along the same lines, just another phase of it, the captain of the Coast Guard, if given the rank of a captain in the Navy——

Capt. BERTHOLF. But he wouldn't have that rank, Mr. Chairman; commander is all he would get.

The CHAIRMAN. If he had the rank of commander in the Navy and was placed upon a fighting ship and was engaged in battle. would he have sufficient military or naval training to command that ship—give orders and directions for the maneuvers and the fighting and handling of that ship in a naval engagement?

Capt. BERTHOLF. Not in the case of a battleship and it isn't to be expected that he would. It takes a naval officer quite a number of years to reach the rank of commander, and he is trained entirely along naval lines. You couldn't expect a Coast Guard officer, even after 40 years, to be trained along those lines, but he could take command of that ship. He could fight a ship, and he would take care of his job, illustrated by the fact that the blockade of Cuba was maintained by revenue cutters during the Spanish War.

The CHAIRMAN. What I am trying to get at is these ranks are given, and if it is given. it is to be assumed that the duties will be required, and the work to be done.

Capt. BERTHOLF. They are doing it now.

The CHAIRMAN. But what I am trying to get at whether or not given the rank, it would simply be an honorary rank. or whether or not the officer having the rank of commander could be placed on board a ship of that kind safely to undertake that work.

Capt. BERTHOLF. There is no question about him being able to do it, if they will assign him to do it. The proof of the pudding is in the eating." There is one captain on the Coast Guard that is retired, because he served over 30 years; he is chief of staff at the Key West station.

The CHAIRMAN. That is a shore position.

Capt. BERTHOLF. I know; but they don't put lame ducks there.

Mr. BUTLER. Take on the *Mississippi*, which has eleven or twelve hundred men on it. Would a man in the Revenue-Cutter or Coast Guard Service be able to command that vessel?

Capt. BERTHOLF. Certainly not; and no one expects that he could, without any training for that class of duty. I don't think the rank of Coast Guard officers is dependent entirely upon what they do in the Navy.

Mr. RIORDAN. Couldn't the Coast Guard officers man and command the transports?

Capt. BERTHOLF. Most assuredly.

Mr. RIORDAN. And man and command these convoys to transports, and release so many more naval officers who have been trained in the art of fighting.

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. You speak of the art of convoying. That takes a most experienced naval officer of all, doesn't it?

Capt. MCALLISTER. The Coast Guard officer, Mr. Chairman, is as good a man on the convoy as any man in the service.

Capt. BERTHOLF. I d n't think the rank of Coast Guard officer is dependent entirely on what he does when he is in the Navy. The

Coast Guard is created by law. Its titles and its ranks are established by law. It isn't a question of what they do in the Navy aside from what they do as Coast Guard officers. Any Coast Guard officer is able to discharge the duties of his rank wherever he is put, except possibly where special training is necessary. There are a large number of troop ships (merchant ships), that captains in the Coast Guard are well and amply qualified to command. A number of Coast Guard vessels are performing convoy duties in the danger zone abroad, and have been doing it since the war started. And, so far as we have been able to ascertain, they have been doing those duties very acceptably, and, as I said before, their squadron commanders advise the Navy Department that they should have increased rank. It should be noted that a captain in the Coast Guard with the rank of commander wouldn't be ordered to command a battleship, since that detail calls for the rank of captain.

Mr. BUTLER. Why shouldn't you have those grades when quartermasters, chaplains, and paymasters who never could command them get them?

Capt. BERTHOLF. We should.

Mr. TALBOTT. They are all trained to shoot guns?

Capt. BERTHOLF. Yes, sir.

Capt. MCALLISTER. Every one of them from the time they enter the service are trained to operate both small arms and the ship's batteries, and to handle the ships that we have, the same routine as on Naval vessels.

Capt. BERTHOLF. One vessel was ordered from the west coast to the east coast prior to the declaration of war. We had expected to repair her extensively. When she arrived a thorough examination developed the fact that she could run for possibly a year without the repairs. Upon the declaration of war she entered at once upon naval patrol along the Atlantic coast, was given larger guns and is now on the other side. She is commanded by Coast Guard officers, manned by a Coast Guard crew, and the training they had for this war was gained absolutely and entirely in the Coast Guard.

The CHAIRMAN. Now, then, we have had your explanation. I want to get to the second part of it.

The engineer in chief of the Coast Guard shall have the rank of captain in the Navy, and colonel in the Army.

Capt. McAllister, you heard the question that I asked Capt. Bertholf with reference to the service, and the question of increase or decrease of work by the taking over of the Coast Guard into the Navy. What is the status and condition in the engineer corps?

Capt. MCALLISTER. Answering your question, I was going to say that the question that applies to the captain commandant applies to my office, and particularly in reference to the administration. I haven't noticed any difference in the matters which come to my office, We have, of course, a comparatively small office compared to the Engineering Bureau of the Navy. We have, however, to design the machinery, superintend construction, and carry on all the correspondence in regard to repairs, pass on all requisitions for material, just the same as we have been doing in peace times. So I don't see that there has been any let-up at all.

The CHAIRMAN. Now, then, if there has been no decrease, what conditions have arisen on account of the state of war, to call for an increase in the rank?

Capt. MCALLISTER. I put it on the basis there has been no decrease.

The CHAIRMAN. I asked that first, and now I am asking you this as to what conditions have arisen that would call for an increase in the rank of engineer in chief during war times. Has there been any additional duties?

Capt. MCALLISTER. Yes, sir; some very important additional duties. For instance, I spent all the morning before I came up here on a committee with two admirals and a captain, and I have been serving on that committee—Committee on Ship Protection—since the war. It is composed, among others, of 4 service officers, 2 admirals, a captain, and myself, connected with maritime work. At times I have to work overtime to catch up with my work on account of it, and sometimes work on Sundays.

The CHAIRMAN. Not only in the quantity of the work, but tell us now about the character or qualities of the work. The work you are doing now, is it a different character than what it was in peace times. Do the war conditions change that so as to require you to have a wider and broader field of work and duties incident to the war that you didn't have in the Coast Guard Service during peace times?

Capt. MCALLISTER. We are building more new vessels than we did prior to the war. There is no additional war work, except this that has been put on me in connection with the Committee on Ship Protection. I also served as secretary of the Committee on Standard Ship Construction of the Shipping Board, of which Admiral Taylor was chairman.

Capt. BERTHOLF. I would like to state that during war times the destruction and consumption of all kinds of materials have been increased. Such matters have to pass over the engineer-in-chief's desk. He passes on all matters of engineering supplies and repairs and there are more questions in engineering than before. I would say, apart from the particular duties that the engineer in chief performs, his rank is relative. He is the engineer in chief of the entire coast guard and is entitled to corresponding rank. The commanding officer of 6,000 men is certainly entitled to the rank of commodore, and certainly the engineer in chief of such a military force is entitled to the rank of captain.

The CHAIRMAN. Under the operations of this proposed legislation, speaking of yourself, you will have a number of captains promoted up to senior captain?

Capt. BERTHOLF. Twelve of them.

The CHAIRMAN. Now, then, without this provision you would remain a senior captain?

Capt. BERTHOLF. The commandant?

The CHAIRMAN. Yes.

Capt. BERTHOLF. No; my rank is that of a captain in the Navy.

The CHAIRMAN. Then you are still above all of these senior captains?

Capt. BERTHOLF. Oh, yes; the captain commandant has the highest rank of all, and his rank corresponds to colonel in the Army and captain in the Navy. This Senate provision provides he shall have the rank of commodore.

Mr. TALBOTT. What will be your rank compared with the Army?

Capt. BERTHOLF. Brigadier general.

The CHAIRMAN. This bill don't bring anybody up for promotion on a level with you at the present time?

Capt. BERTHOLF. Oh, yes; the bill provides that two senior captains and the engineer in chief shall have the rank of captain in the Navy, which rank the commandant has now.

The CHAIRMAN. So as to get proper head of it? The next promotion above that is commodore?

Capt. BERTHOLF. Commodore.

The CHAIRMAN. Now, then, Capt. McAllister, how many have you in the engineer corps?

Capt. MCALLISTER. Seventy-two.

The CHAIRMAN. Seventy-two officers?

Capt. MCALLISTER. Yes, sir.

Capt. BERTHOLF. There are 6 engineer officers next below the engineer in chief who now have the rank of lieutenant commander. This bill will give two of them the rank of commander, which is the same rank as Capt. McAllister has now.

The CHAIRMAN. Therefore, to make him the head of it, these others being brought up on a level with him, would put his promotion above. To maintain his relative seniority of rank above the others would call for the rank of captain.

Capt. BERTHOLF. Yes, sir.

Mr. BUTLER. If this bill passes, we will have one commodore and three captains?

Capt. BERTHOLF. Yes, sir.

Mr. BUTLER. We will have a commodore?

Capt. BERTHOLF. Yes, sir.

Mr. BUTLER. That will be for you?

Capt. BERTHOLF. Will be for the commandant, whoever he may be.

Mr. BUTLER. Then, we will have three with the rank of captain?

Capt. BERTHOLF. Yes, sir.

Mr. BUTLER. We have now 7 with the rank of lieutenant commander, we will have 19.

Capt. BERTHOLF. Nineteen with the rank of commander.

Mr. BUTLER. We have with the rank of lieutenant commander 37 at this time?

Capt. BERTHOLF. Correct; yes, sir.

Mr. BUTLER. We will have but 23 if the bill passes.

Capt. BERTHOLF. Of these numbers, yes, sir; but there will be quite a number of lieutenants promoted up to that rank, running mates.

Mr. BUTLER. I didn't know that.

Capt. BERTHOLF. Oh, yes.

The CHAIRMAN. "During the period of the war, the senior district superintendent and the three district superintendents in order of seniority, the four district superintendents below these three in order of seniority, and the junior five district superintendents shall hereafter have the rank, pay, and allowances of captain, first lieutenant, second lieutenant, and third lieutenant in the Coast Guard, respectively." How is that at the present time?

Capt. BERTHOLF. In 1915 Congress passed the act creating the Coast Guard, which combined the old Life Saving Service with the

old Revenue Cutter Service. There were 13 district superintendents in the Life Saving Service. The coasts were divided into 13 districts, one superintendent for each district. The law provided that superintendents of the former Life Saving Service should be commissioned in the Coast Guard. They were commissioned as district superintendents under the law. The law did not provide that they should have any rank, but it did provide that their pay should be the same. We therefore have 13 commissioned officers in a military service who had no rank under the law.

The CHAIRMAN. Of any kind?

Capt. BERTHOLF. Of any kind, so far as the law was concerned. They were commissioned officers.

The CHAIRMAN. What did they commission them as?

Capt. BERTHOLF. District superintendents. They are appointed by the President and confirmed by the Senate. In order that these men should have their precedence defined, the department did the best it could and gave them relative rank with other officers in the same service, so that the regulations of the Coast Guard provide for these men the same degree of relative rank as enumerated in this bill. But the department could not give them the rank with other services. and neither could it give them pay commensurate with the relative rank. And that should be corrected.

The CHAIRMAN. Did he provide that the senior district superintendents should have the rank of captain?

Capt. BERTHOLF. He has that now; yes, sir.

The CHAIRMAN. And then the three district superintendents next afterwards in seniority?

Capt. BERTHOLF. Just the same; yes, sir.

The CHAIRMAN. That is, the same in numbers?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. And they had the rank of——

Capt. BERTHOLF. Relative rank of first lieutenants, Coast Guard.

The CHAIRMAN. And the four next district superintendents next in order of these in seniority, they are second lieutenants?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. And the junior five have third lieutenancies?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. What did the law provide with reference to their pay?

Capt. BERTHOLF. The law said——

The CHAIRMAN (interposing). When they were commissioned as district superintendents how was their pay?

Capt. BERTHOLF. The law provided that those members of the former Life-Saving Service who were transferred to the Coast Guard should have the same pay and same rank as before provided by law.

The CHAIRMAN. Then they did have that transferred rank?

Capt. BERTHOLF. They didn't have any rank in the Life Saving Service. The Life Saving Service was a civilian institution.

The CHAIRMAN. But you said the law said they should be transferred to the same rank and same pay.

Capt. BERTHOLF. Whatever they happened to have—but they didn't have any rank. They came into the Coast Guard with their pay.

Mr. BUTLER. They are promoted from the enlisted men?

Capt. BERTHOLF. Yes, sir.

Mr. BUTLER. Isn't that a good thing to do?

Capt. MCALLISTER. Yes; indeed.

The CHAIRMAN. Let me get a few details along here. The district superintendent—what is his grade now?

Capt. BERTHOLF. You mean the senior district superintendent?

The CHAIRMAN. Yes, sir; the senior district superintendent.

Capt. BERTHOLF. $2,200 a year, plus longevity pay.

The CHAIRMAN. $2,200 plus. What would he get under this provision here of captain, if he had the pay and allowances?

Capt. BERTHOLF. $3,000, plus longevity pay.

The CHAIRMAN. He would go up to $4,000?

Capt. BERTHOLF Yes, sir. That whole section costs $6,500.

The CHAIRMAN. I will get that in a moment. This man gets $2,200, plus his longevity?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. Will you put in the hearing what his longevity is?

Capt. BERTHOLF. Yes, sir. Suppose I put in the hearing for each one of these men?

The CHAIRMAN. That is what I want you to do. What they get now and what they would get under this promotion.

Capt. BERTHOLF. Yes, sir.

| | Present relative rank in Coast Guard by regulations. | Present annual pay (no allowances). | Pay and allowances proposed per annum. | Increase per annum. |
|---|---|---|---|---|
| Senior district superintendent | Captain | $3,080.00 | $4,882.20 | $1,802.20 |
| 3 district superintendents next in order of seniority. | First lieutenant | 2,800.00 | 4,076.92 | 1,276.92 |
| | do | 3,080.00 | 4,076.92 | 996.92 |
| | do | 3,080.00 | 4,074.12 | 994.12 |
| 4 district superintendents next below these | Second lieutenant | 3,080.00 | 3,351.30 | 271.30 |
| | do | 3,080.00 | 3,332.10 | 252.10 |
| | do | 3,080.00 | 3,356.10 | 276.10 |
| | do | 2,800.00 | 3,332.10 | 532.10 |
| Junior five district superintendents | Third lieutenant | 3,080.00 | 3,080.00 | |
| | do | 3,080.00 | 3,080.00 | |
| | do | 2,860.00 | 2,860.00 | |
| | do | 3,080.00 | 3,080.00 | |
| | do | 2,660.00 | 2,751.74 | 91.74 |
| | | 38,840.00 | 45,333.50 | 6,493.50 |

The CHAIRMAN. And the total increase?

Capt. BERTHOLF. $6,500.

Mr. BUTLER. I don't quite understand that. The increase for all the officers will be a total of $6,500.

Capt. BERTHOLF. No; the 13 superintendents we are talking about.

The CHAIRMAN. The 13 men I have just been talking about, distributed between captain, first lieutenant, second lieutenant, and third lieutenant, the increase of those 13 amounts to $6,500.

Capt. BERTHOLF. The younger ones don't get so much increase because they are only third lieutenants and second lieutenants.

Mr. BUTLER. What service will they perform?

Capt. BERTHOLF. They are in charge of the several districts. One is in charge of the New Jersey district. He has about 30 stations. He must keep those stations going.

Mr. BROWNING. Capt. Johnston, I gave you a communication there. Have you looked it over?

Capt. JOHNSTON. I have looked it over in part, yes, sir.

Mr. BROWNING. What have you got to say about it?

Capt. JOHNSTON. The first part of this is apparently a reprint of a circular that obtained considerable dissemination last fall, about the time, or shortly before the time, that discussion began concerning the need for legislation to provide for the promotion of Coast Guard officers who are doing duty as part of the Navy and who are getting no promotions. The discussion arose because of the fact that Coast Guard officers were doing the same duty as naval officers, and the further fact that while they had a greater amount of experience than the naval officers with whom they were serving on equal footing they did not receive equal pay or promotion. The law which provides for temporary increase in the Navy, also gives temporary promotions to naval officers, but there was no temporary promotions for Coast Guard officers and as a consequence of that, an officer of the grade of (say, second lieutenant in the Coast Guard, which corresponds with lieutenant, junior grade, in the Navy) would be passed over by a great number of officers who prior to the war were junior to him in the Navy. These naval officers go up on account of temporary promotions. The Coast Guard officers stand still for want of that temporary promotion. As a consequence we have—take a situation which actually exists. On a naval vessel there are now two Coart Guard officers of the rank of second lieutenant. One has a service of something like 12 years, the other has a service of about 10 years. They both rank as lieutenants (junior grade) in the Navy and they are serving junior to officers who would not ordinarily have graduated from the Naval Academy until last June. That is simply because naval officers have all been shoved up on account of temporary promotions while the Coast Guard officers have stood still.

The CHAIRMAN. The naval appropriation bill legislated for temporary officers and provided temporary promotions, while the Coast Guard was under the Treasury and there was no provision for the promotion of Coast Guard, and this bill is to remedy that.

Mr. BROWNING. Will this be any benefit to this bill?

Capt. MCALLISTER. This bill fills all the places you want.

Mr. BROWNING. Who is H. A. W. Smith, of Wilmington, N. C.?

Capt. MCALLISTER. Nobody connected with the Coast Guard. He may be some relation—several of our officers are married down there. Their wives are there.

Mr. BROWNING. This bill that we have got there covers all that?

Capt. MCALLISTER. Yes, sir.

Mr. BUTLER. The enlisted men in this Coast Guard get the same pay as enlisted men in the Navy?

Capt. BERTHOLF. Some of them get more pay.

(Thereupon, at 4.20 p. m., the committee adjourned.)

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[No. 23.]

## TO ADMIT OSTEOPATHIC PHYSICIANS TO EXAMINATIONS FOR COMMISSIONS IN THE MEDICAL BRANCH OF THE NAVY.

NAVY DEPARTMENT,
Washington, September 21, 1917.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing the bill (H. R. 5406) "To admit osteopathic physicians to examinations for commissions in the medical branch of the Navy of the United States, and to provide for their official status, rank, and pay, and for other purposes," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

A doctor of osteopathy, as you know, is not necessarily a graduate in medicine, but practices a special system. In the few States conferring licenses for the practice of this system this fact is recognized.

The department believes that all persons commissioned as medical officers in the Navy should be graduates in medicine and surgery. There is, of course, no objection to admitting to examination as medical officers in the Navy persons trained and graduated in medicine and surgery who are also graduates in osteopathy. It is not, however, believed advisable to admit into the service a class of medical officers whose limitations do not cover the full field of medical and surgical practice.

Favorable consideration by your committee of this bill is not therefore recommended.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives*



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[No. 24.]

## NEAGLE, DENNIS J.

[To accompany H. R. 1970.]

NAVY DEPARTMENT,
Washington, January 9, 1918

MY DEAR MR. CHAIRMAN: In reply to the committee's letter inclosing the bill (H. R. 1970) "For the relief of Dennis J. Neagle," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

It appears from an examination of the records on file in this department, as completed by information received from the Auditor for the Navy Department, Treasury Department, that one Dennis J. "Nagle" enlisted as a landsman in the Navy, November 14, 1861, at Boston, for three years. He served on the *Ohio*, *Princeton*, *Brooklyn*, and *North Carolina* to October 1, 1863, on which date he deserted.

It will be noted that "Nagle" deserted from his station and duty at a period during the Civil War when his services were especially in demand, and the department is aware of nothing in his record which would warrant placing this former deserter on the pension roll of the United States.

The department therefore recommends that the bill (H. R. 1970) be not favorably considered.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*

[No. 25.]

## COBB, FREDERICK W.

[To accompany H. R. 2205.]

**NAVY DEPARTMENT,**
**Washington, January 15, 1918.**

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing the bill (H. R. 2205) "To transfer Frederick W. Cobb from the list of chief machinists, United States Navy, to the list of chief pay clerks, United States Navy," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

There is now pending before the committee of which you are chairman a bill (S. 82) "To transfer Frederick W. Cobb from the list of chief machinists, United States Navy, to the list of chief pay clerks, United States Navy." This bill reads as follows:

> That the President be, and he is hereby, authorized to appoint Frederick W. Cobb, now a chief machinist, United States Navy, to be a chief pay clerk, United States Navy: *Provided*, That he shall be placed at the foot of the list of chief pay clerks as it exists on the date of the passage of this act: *Provided further*, That he shall receive the same pay as chief pay clerk of like rank and length of commissioned service.

The department on September 19, 1917, addressed a letter to the Speaker of the House of Representatives, copy to you, in which it requested that, in order to avoid a possible adverse construction, the last proviso of the bill be amended by adding certain words so that same would read as follows, the added words being underscored:

> *Provided further*, That he shall receive the same pay as *a* chief pay clerk of like rank and length of commissioned service *as though his commissioned service had been rendered in the grade of chief pay clerk*.

As thus amended, favorable consideration of the bill S. 82 is recommended. A copy of the department's letter of September 19, is inclosed herewith for your ready reference.

As regards the bill H. R. 2205, will say that if same is redrafted to read the same as S. 82 after the amendment herein suggested has been added thereto, it will meet the favorable consideration of the department. As redrafted, the bill H. R. 2205 would read as follows:

> That the President be, and he is hereby, authorized to appoint Frederick W. Cobb, now a chief machinist, United States Navy, to be a chief pay clerk, United States Navy: *Provided*, That he shall be placed at the foot of the list of chief pay clerks as it exists on the date of the passage of this act: *Provided further*, That he shall receive the same pay as a chief pay clerk of like rank and length of commissioned service as though his commissioned service had been rendered in the grade of chief pay clerk.

It is desired to further inform you that my reason for recommending the transfer of Frederick W. Cobb from the list of chief machinists, United States Navy, to that of chief pay clerks is because of his special qualification in connection with the development of important

fueling projects under Supplies and Accounts; it being further considered that by reason of Mr. Cobb's recent previous duty, as well as his aptitude for the work to which he may be assigned as chief pay clerk, would warrant his transfer to the latter classification.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*

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[No. 26.]

# TO REGULATE PRECEDENCE OF OFFICERS OF UNITED STATES MARINE CORPS.

[To accompany H. R. 7633.]

DEPARTMENT OF THE NAVY,
Washington, January 18, 1918.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing a bill (H. R. 7633) "To so regulate the precedence of the officers of the United States Marine Corps that the 14 graduates of the Naval Academy who at the present date are junior to a number of temporary and probationary officers in the grade of captain will be made senior to such temporary or probationary officers on the lineal list of the Marine Corps," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

The attached bill has for its object the promotion of 7 midshipmen who graduated from the Naval Academy March 29, 1917, and who were assigned to the Marine Corps and commissioned second lieutenants March 30, 1917, over the heads of probationary officers of the Marine Corps, as follows: (*a*) 12 former noncommissioned officers who, after a competitive examination, were appointed second lieutenants in the Marine Corps from August 30, 1916; (*b*) 20 graduates of "distinguished colleges" who were appointed second lieutenants from September 29, 1916; (*c*) 9 graduates of "distinguished colleges" appointed second lieutenants November 18, 1916, and 1 appointed from December 9, 1916; (*d*) 28 civilians who took a competitive examination in the fall of 1916, and who were appointed second lieutenants from February 6, 1917; (*e*) 5 graduates of "distinguished colleges" appointed second lieutenants from February 12, 1917; and (*f*) 3 noncommissioned officers who qualified in a competitive examination and were appointed second lieutenants from March 8, 1917.

It has for its further object the promotion of 6 midshipmen who graduated from the Naval Academy June 28, 1917, and who were assigned to the Marine Corps and commissioned second lieutenants June 29, 1917, over the heads of the various appointees named above, and, in addition thereto, of 1 former graduate of the Naval Academy commissioned May 5, 1917, of 45 warrant officers temporarily commissioned second lieutenants June 1, 1917, and 42 warrant officers temporarily commissioned second lieutenants June 14, 1917.

The passage of this bill would apparently also result in advancing these 13 midshipmen over the heads of 2 permanent officers, 1 appointed second lieutenant in 1912, who was so reduced by court-martial as to become junior to 3 of the probationary appointees commissioned August 30, 1916, and 1 former officer permanently commissioned September 25, 1916, and would advance the 6 midshipmen appointed June 29, 1917, over the head of a former officer

permanently appointed April 30, 1917. These 3 permanent officers were originally commissioned in the Marine Corps before any of the 13 midshipmen had even been appointed to the Naval Academy.

In view of all the foregoing, the department is of the opinion that the passage of the above bill would be very detrimental to the best interests of the service, and therefore strongly recommends against its favorable consideration by your committee.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*

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[No. 27.]

## THOMPSON, JOHN K.

[To accompany H. R. 5419.]

NAVY DEPARTMENT,
Washington, January 16, 1918.

MY DEAR MR. CHAIRMAN: In reply to the committee's letter inclosing the bill (H. R. 5419) to reinstate John K. Thompson as a gunner in the United States Navy, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

John K. Thompson, after having served 14 years, 4 months, and 2 days as an enlisted man in the Navy, was on December 21, 1909, appointed a gunner in the Navy and served in that capacity continuously until July 8, 1916, upon which date he was dismissed from the naval service by sentence of a general court-martial, having been convicted on charges of conduct to the prejudice of good order and discipline and conduct unbecoming an officer and a gentleman.

The legislation proposed, for the benefit of an individual, is of the character to which the department is opposed except in especially meritorious cases. No features of special merit, are apparent in this case—in fact, the contrary is the case—and the offenses of which Thompson was convicted were such that the department would be very strongly opposed to his reinstatement because of the effect it would tend to have upon the morale of the enlisted personnel.

It is therefore recommended that the bill (H. R. 5419) be not favorably considered by your committee.

Sincerely yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



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[No. 28.]

## TAFT, CLARENCE CLEMENT.

NAVY DEPARTMENT,
Washington, January 31, 1918.

MY DEAR MR. CHAIRMAN: In reply to your committee's letter inclosing the bill (H. R. 1971) "to remove the charge of desertion from the record of Clarence C. Taft" and grant him an honorable discharge in view of his meritorious services, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

It appears from an examination of the records on file in this department that Clarence Clement Taft enlisted at Boston, Mass., August 12, 1896, as apprentice, third class, to serve during minority until March 19, 1902, and deserted from the *Montgomery* at Montevideo, Uruguay, on June 22, 1900.

There is nothing of record on file in the department to indicate that Taft is not, as above stated, a deserter from the United States Navy. It is certain that he has never been honorably discharged therefrom. It would therefore be a perversion of the truth to enter upon the records that he had received any kind of discharge, or that he had become separated from the service in any other manner than by desertion. It is not believed that any alterations whatever of official records should be made unless it is plain that such records were in error.

It is recommended that the bill (H. R. 1971) be not favorably considered.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS
*House of Representatives.*



O

[No. 29.]

## TORPEDO-BOAT DESTROYER, TO NAME, AUGUSTUS P. GARDNER.

NAVY DEPARTMENT,
Washington, January 30, 1918.

DEAR MR. PADGETT: On the 18th instant you transmitted to me a copy of H. R. 8836, a bill "To authorize the Secretary of the Navy to name a first-class torpedo-boat destroyer the *Augustus P. Gardner* and to maintain in the American Navy a destroyer by that name as long as such craft form a part thereof," and requested an expression of the views and recommendation of the department thereon. Permit me to say in reply to your communication:

Every real American must sincerely deplore the untimely passing away of Maj. Gardner. The country will best remember him as an earnest, zealous, and patriotic Representative of his people in the Halls of Congress. Nor will it forget his readiness to sacrifice his personal interests and offer his services in a military capacity, a tender which was promptly accepted and a service whose duties and responsibilities had scarcely been assumed when death overtook him. Yet, notwithstanding my admiration for the high character and unquestioned patriotism of Maj. Gardner, I feel it incumbent upon me to say that to adopt the suggestion contained in this bill would necessitate a change from the established custom of the department, it having been its invariable policy, so far as I am aware, in naming its fighting vessels for individuals, to bestow such honor upon persons who had signally distinguished themselves in and added luster to the history and best traditions of the American Navy.

A departure, at this time, from precedents so long and firmly established, would not in my judgment inure to the best interests of the naval service, and the thought suggests itself to me whether it would not perhaps be more appropriate, particularly in view of the fact that Maj. Gardner's too brief military career was identified with the Army, to leave the manner of befittingly commemorating his memory to the War Department or for Congress to give to him the same character of honor it reserves for those who serve in the Army.

In view of the fact that no naval ship has been named for an officer of the Army, but this recognition has always been reserved only for those who served in the Navy, I can not recommend the passage of this bill. Naval ships should bear the names of naval heroes, and those who serve with distinction in the Army should be honored in that branch of the service.

Sincerely, yours,

JOSEPHUS DANIELS.

Hon. L. P. PADGETT,
*Chairman Committee on Naval Affairs,*
*House of Representatives, Washington, D. C.*



O

[No. 30.]

## TAYLOR, ELWIN CARLTON.

[To accompany H. R. 2023.]

NAVY DEPARTMENT,
Washington, February 12, 1918.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing the bill (H. R. 2023) "To reinstate Elwin Carlton Taylor as a passed assistant surgeon in the United States Navy," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Elwin C. Taylor was born May 7, 1875, and is now approximately 43 years of age. He was appointed an assistant surgeon in the Navy October 12, 1903; was promoted to passed assistant surgeon October 12, 1906, and resigned March 12, 1908. He entered the Navy again on June 27, 1912, as an acting assistant surgeon and is serving in that capacity at the present time. His total naval service is about 10 years. Dr. Taylor's record as an officer in the regular Navy, and as an acting assistant surgeon, is excellent.

The department looks with disfavor on legislation in behalf of an individual and approves the same only in specially meritorious cases, as a reward for particularly meritorious service, to right a wrong done, or to correct an injustice unwittingly committed. This measure does not, however, appear to fall within any category which would warrant the department's approval, but might, and probably would, open the way for numerous other ex-officers of the regular service who would thus seek reinstatement, and for whom this bill, if enacted, would afford a precedent.

It is, therefore, recommended that the bill (H. R. 2023) be not favorably considered by the committee.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



O

[No. 31.]

## HEFFLEY, ARMOR S.

NAVY DEPARTMENT,
Washington, February 23, 1918.

My Dear Mr. Chairman: In reply to your letter of February 11, 1918, inclosing a copy of an act (S. 2482) "to reinstate Armor S. Heffley as a second lieutenant in the United States Marine Corps," and requesting the views of the department thereon, I have the honor to inform you as follows:

Armor S. Heffley entered the United States Marine Corps on January 6, 1909, as a second lieutenant, and continued in the service until January 7, 1913, when he was dismissed pursuant to the sentence of a general court-martial for drunkenness on duty. This was the second time that Mr. Heffley had been tried by general-court martial.

This proposed legislation is for the benefit of an individual and therefore of a class to which the department is opposed except in specially meritorious cases. No features of special merit being apparent in this case, it is recommended that the measure be not favorably considered by your committee.

Sincerely, yours,

Josephus Daniels,
*Secretary of the Navy.*

The Chairman Committee on Naval Affairs,
*House of Representatives.*



O

[No. 32.]

## BISSET, HENRY O., MAJOR, UNITED STATES MARINE CORPS.

NAVY DEPARTMENT,
Washington, February 25, 1918.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing bill (H. R. 9689) "For the relief of Celeste Doussan Bisset," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

The late Maj. Henry O. Bisset, United States Marine Corps, was appointed a naval cadet September 6, 1892; was commissioned an assistant engineer in the Navy May 8, 1898; and was transferred to the Marine Corps and appointed a second lieutenant February 15, 1899. He was promoted to captain March 3, 1899, and was placed on the retired list with the rank of major for physical disability in line of duty June 16, 1908. On the outbreak of war he, with all other retired officers of the Marine Corps, was assigned to active duty and was placed in charge of the Marine Corps recruiting station at New Orleans, La., April 7, 1917. The strain of active duty after nine years on the retired list proved too great for Maj. Bisset, and his relief from active duty became imperative, and he was relieved on May 2, 1917. He died shortly afterwards, July 16, 1917.

While fully appreciative of the sacrifice made by Maj. Bisset, and while realizing that if he had been on the active list at the time of death his widow would have been entitled under the circumstances to a gratuity of six months' pay, I nevertheless am constrained to feel that inasmuch as the law had not contemplated such gratuity at that time, the department would not be justified in urging the enactment of special legislation in behalf of this one individual, for it is not known that there are any special circumstances rendering this case more worthy than others which have occurred under similar circumstances. As the Congress had not at that time seen fit to include the dependents of retired officers dying while on active duty among those entitled to the gratuity of six months' pay, I do not feel disposed to recommend retroactive legislation at this time in behalf of them as a class.

Favorable consideration of the bill (H. R. 9689) is not, therefore, recommended.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



O

[No. 33.]

## DAVIS, HENRY C.

NAVY DEPARTMENT,
Washington, February 25, 1918.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing the bill (H. R. 9281), "For the relief of Lieut. Col. Henry C. Davis," and requesting the views and recommendation of the department thereon, I have the honor to inform you as follows:

Lieut. Col. (then major) Henry C. Davis, United States Marine Corps, was examined for promotion to the grade of lieutenant colonel in July, 1916. He was found not professionally or morally qualified for promotion and in accordance with law was suspended from promotion for a period of one year. Under ordinary conditions the result of this suspension from promotion for one year would have resulted in a loss of but one number, due to the retirement of one of his seniors, but on account of the increase of the Marine Corps of August 29, 1916, the consequence was that he lost 14 files.

If the loss of 14 numbers is an excessive penalty for the failure on examination in the case of Col. Davis, this comes about because of increase of personnel in his corps, and such loss is due solely to his own failure in passing the examination and not to any other cause. It is strictly in accordance with law. The enactment of special legislation for his relief would have the harmful effect of establishing a precedent for the correction in this manner of any loss of numbers that may have resulted in the past or that may occur in the future under similar circumstances.

I therefore recommend that the bill (H. R. 9281) do not receive the committee's favorable consideration.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



O

[No. 34.]

## RICHARDS, CLARENCE A.

[To accompany H. R. 9873.]

NAVY DEPARTMENT,
Washington, March 1, 1918.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing the bill (H. R. 9873) changing the naval record of Clarence A. Richards for the administration of the pension laws, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

The testimony taken at the court of inquiry which was convened to inquire into the facts attending the death of the late Lieut. Clarence A. Richards, United States Navy, shows that he had been drinking heavily in a barroom; that he purchased a quart bottle of whisky and went with his associates to the gas plant where they sat drinking for an hour, having secured another bottle of whisky. From the testimony the inference is that all present, including Lieut. Richards, were under the influence of liquor. In view of the findings of the court of inquiry and all the circumstances in the case, the department held that the death of Lieut. Richards was due to his own misconduct. The official death report in the case also stated that death was not in line of duty.

To hold and consider Lieut. Richards to have been accidentally electrocuted would therefore be contrary to the findings of a court of inquiry after a thorough investigation, and the circumstances are such that the case does not, in the opinion of the department, warrant special relief.

The department therefore recommends that the bill (H. R. 9873) be not favorably considered by your committee.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



O

[No. 35.]

## KONRAD, FRED C.

[To accompany S. 179.]

NAVY DEPARTMENT,
Washington, March 1, 1918.

MY DEAR MR. CHAIRMAN: It is noted that the act (S. 179) for the relief of Fred C. Konrad passed the Senate on February 5, 1918, and was introduced in the House of Representatives on February 7, 1918, and is now pending before your committee.

Fred Charles Konrad enlisted September 12, 1911, as an apprentice seaman in the Navy. On December 28, 1914, while serving on the *North Dakota*, he was caught in a heavy sea which washed over the quarter-deck, was violently thrown to the deck and carried with legs extended, feet first, against the side of a turret, thereby sustaining a severe injury to his right knee, in line of duty.

He was treated on board ship and on January 21, 1915, was transferred to the naval hospital, Norfolk, Va., where treatment was continued, and on April 13, 1915, he was honorably discharged by reason of expiration of his enlistment. He remained, however, at the hospital until June 5, 1915, when he was discharged therefrom. His medical record for the last-mentioned date reads as follows:

> Discharged to civil life, unable to extend or evert foot. Some areas of anæsthesia along fibular surface of the leg and over dorsum of foot. Right knee slightly swollen. Can not walk without cane. This is the case of extreme injury to articular surface of the right knee joint, on U. S. S. *North Dakota* in January, 1915. External popliteal nerve caught in fracture and bound down in scar, bony fissure, subsequently operated upon and nerve sutured. Little or no improvement since operation.

Mr. Konrad requested preference for appointment as electrical machinist at the Philadelphia Navy Yard under the provisions of section 1754 of the Revised Statutes, and the facts of his case were laid before the Civil Service Commission. Inasmuch as he was not discharged by reason of disability contracted in line of duty, but on account of expiration of enlistment, his claim for preference was disallowed. Section 1754 reads as follows:

> SEC. 1754. Persons honorably discharged from the military or naval service by reason of disability resulting from wounds or sickness incurred in the line of duty shall be preferred for appointments to civil offices, provided they are found to possess the business capacity necessary for the proper discharge of the duties of such offices.

The department believes that an injustice has resulted to this man by reason of the fact that his case, as it stands on the records, does not come within the terms of the statute just quoted. In order to avoid such situations in the future, orders have been issued that in similar cases men shall be discharged on account of physical disability incurred in the line of duty and not on account of expiration of enlistment.

The department believes that this is a specially meritorious case, and in view of the fact that this man has already been discharged by reason of expiration of enlistment, a fact which can not now be changed by law, and in order that the injustice which is being suffered in his case may be corrected, also in order that Konrad may be on the same footing as his fellows under similar circumstances in the future in view of the department's orders above mentioned, it is recommended that the bill (S. 179) be favorably considered.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*

O

[No. 36.]

## MARKS, JOHN.

NAVY DEPARTMENT,
Washington, March 5, 1918.

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing the bill (H. R. 6098) for the relief of John Marks, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

The records of this department show that one John Marks enlisted in the Navy December 26, 1861, at New York, N. Y., for three years, as ordinary seaman; that he served in the *North Carolina*, *Sidney C. Jones*, *Orvetta*, hospital at Pensacola, and deserted from the hospital at Philadelphia, March 22, 1864.

It will be noted that Mr. Marks deserted at a period during the Civil War when his services were especially in demand, and the department is aware of no specially meritorious features in connection with this case which would warrant special consideration.

Favorable consideration of the bill (H. R. 6098) is therefore not recommended.

Sincerely, yours,

JOSEPHUS DANIELS.
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



O

[No. 37.]

## WICKES, ROSCOE V.

**NAVY DEPARTMENT,**
**Washington, March 6, 1918.**

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing bill H. R. 3979 "For the relief of Roscoe V. Wickes," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Roscoe V. Wickes served as a mate in the United States Navy from date of appointment, October 13, 1868, to date of resignation, August 19, 1871, a period of less than three years. He also has had some service as an enlisted man proper in the Navy since that time. There are only about seven mates in the naval service on the active list and but three on the retired list at this time. None have been appointed for several years in the past and it is the intention that none shall be appointed in the future, the purpose being to allow the rating to die out with the passing from service of the few now on the active and retired lists.

In view of the foregoing and the fact that the legislation proposed is for the benefit of an individual and therefore of a class to which the department is opposed except in specially meritorious cases, it is recommended that the bill H. R. 3979 be not favorably considered.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN, COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



O

[No. 38.]

## RESERVE, NAVAL, TO CREDIT TIME SERVED IN NAVAL AUXILIARY.

NAVY DEPARTMENT,
Washington, March 11, 1918.

My Dear Mr. Chairman: I respectfully wish to advise you that the department distinctly disapproves of the bill (H. R. 10331) "To credit officers of the United States Naval Reserve with the time served in the Naval Auxiliary," introduced by Mr. Holland February 27, 1918, and now pending before your committee.

This bill provides longevity pay for service in the Naval Auxiliary Service for officers of that service that have subsequently been enrolled in the Naval Reserve Force. These officers were in the same category as any other merchant officer during this period and it is the department's opinion that such merchant service should not entitle them to longevity pay.

The last proviso of this bill is undesirable for many reasons, among the principal of which is that it is contrary to the department's policy, now general in the line of the Navy and Naval Reserve Force, of requiring all officers promoted to the grade of commander to be selected by a board of rear admirals. It would also tend to make these officers commanders irrespective of the size of the vessel they command, many of which vessels would ordinarily be commanded by lieutenants and lieutenant commanders in the Regular Navy.

It is therefore recommended that this bill be not given favorable consideration.

Sincerely, yours,

Josephus Daniels,
*Secretary of the Navy.*

The Chairman Committee on Naval Affairs,
*House of Representatives.*



O

[No. 39.]

## CHEROKEE, LOSS OF.

NAVY DEPARTMENT,
Washington, March 11, 1918.

My DEAR CONGRESSMAN: Receipt of your letter of March 5, 1918, relative to the matter of the loss of the U. S. S. *Cherokee* in a recent storm at sea and inclosing a copy of House resolution 264, is acknowledged.

This department will be pleased to comply with the provisions of the resolution and will gladly furnish all available information pertaining in any way to the *Cherokee*. A careful inquiry is being made by a duly appointed court of inquiry at Philadelphia, Pa., at the present time, and every phase of this deplorable loss will be fully and searchingly inquired into. By reason of this inquiry, which will definitely fix any blame that may be attached to her loss, it is thought that no useful purpose will be served by the passage of the House resolution in question.

The report of the court and the consequent action of the department will be available and transmitted to your committee if so desired.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

Hon. LEMUEL P. PADGETT,
*House of Representatives.*



O

[No. 40.]

## McNAMARA, ELLEN.

[To accompany H. R. 6304.]

DEPARTMENT OF THE NAVY,
Washington, March 25, 1918.

MY DEAR MR. CHAIRMAN: In further reply to your letter inclosing bill (H. R. 6304) "For the relief of Ellen McNamara," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Frank Xavier McNamara was enlisted October 25, 1912, and died at the receiving ship, Mare Island, Cal., September 22, 1913, from diseases incurred in the line of duty.

On October 25, 1912, this man made oath that his father, John J. McNamara, 5418 Union Avenue, Chicago, Ill., was his first beneficiary and that he had no second beneficiary. On August 30, 1913, he made oath that he had no beneficiaries.

The law governing the payment of six months gratuity at the time of the death of Mr. McNamara (act Aug. 22, 1912, 37 Stat., 328), provided that payment could be made to the widow, and if no widow to the children, and if there be no children, "to any other dependent relative of such officer or enlisted man previously designated by him."

While it is to be regretted that the mother of this boy has to be deprived of the six months' pay of her son, it will be noted that at no time did the deceased give his mother as either next of kin or as a beneficiary.

It is believed that legislation in this individual case would establish an undesirable precedent and it is therefore recommended that the bill H. R. 6304 be not favorably considered.

Very respectfully,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*

O

[No. 41.]

# REPORT REGARDING THE LOSS OF THE U. S. S. "CHEROKEE."

DEPARTMENT OF THE NAVY,
Washington, April 30, 1918.

MY DEAR MR. CHAIRMAN: Conforming with the resolution introduced in the House of Representatives by Congressman Lufkin, and the call of the Committee on Naval Affairs for a report regarding the loss of the U. S. S. *Cherokee* on February 26, 1918, I have the honor to inform you that a board of investigation was convened on March 1, 1918, by order of the commandant of the fourth naval district to inquire into the loss of this vessel. This board of investigation was composed of Commander Theodore G. Dewey, United States Navy, retired, Capt. Francis S. Van Boskerck, United States Coast Guard, members, and Lieut. (junior grade) A. Heckescher Wetherill, United States Naval Reserve Force, member and recorder, and after maturely deliberating upon the declarations introduced found the following facts to be established:

The U. S. S. *Cherokee*, was formerly the *Luckenbach No. 2* She was built in Camden, N. J., by John Dialogue & Co. in 1891. Equipped with a Scotch boiler built in 1897. Dimensions of the hull as follows:

| | | |
|---|---|---|
| Gross tonnage | | 272 |
| Net tonnage | | 136 |
| Length | feet | 120 |
| Width | do | 25 |
| Depth | do | 14 |

Inspected by the Department of Commerce October 24, 1916, who reported as follows: "The steamer is seaworthy and fully equipped as per law; steamer has had a general overhauling such as scaling and painting interior of hull and all necessary repairs. Boiler, engine, and pumps were found in fair condition, and certain repairs were proposed which, when completed, would make same lawful and safe." These repairs were completed.

The steamer was inspected by the third district section of Joint Merchant Vessel Board, August 4, 1917, who made the following remarks: "An iron seagoing tug, 26 years old, in a fairly good state of preservation, now undergoing minor repairs and overhaul." Reinspected by the same board in October, 1917, who reported her in the same material condition as at the time of her first inspection.

After being taken over by the Government on October 12, 1917, she proceeded to the shipyard of W. & A. Fletcher, Hoboken, N. J., where she had repairs made as shown in Exhibit Q. These repairs were completed on December 2, when she made a short trip around the harbor and arrived the same day at the navy yard, New York. She was placed in commission on December 5, 1917, and ordered to proceed to Philadelphia on December 6 to join her squadron, which was assigned to foreign service.

She arrived at Philadelphia December 7 and further repairs were made, as set forth in the joint report of the engineer officer, construction officer, and inspection officer of the Philadelphia Navy Yard to the commandant of the Philadelphia Navy Yard under date of January 7, attached hereto under Exhibit M. These repairs were completed.

She left Philadelphia January 31, 1918, and proceeded to New London, bucking heavy ice in Long Island Sound for four days (no adequate inspection was made of her forward plates to ascertain if any damage was done by the ice), arriving February 5. Here minor repairs were made at the Thames Shipbuilding Co. to the engine.

On February 22 she made a trip to Newport for stores, coal and water, leaving that place for Washington on February 24, and taking an off-shore course after leaving the vicinity of Barnegat Inlet.

The vessel foundered on the morning of February 26, 1918, at about 8 a. m. in abou 38.38 north, 74.38 west. This position being 12½ miles NNE. (mag.) of Fenwick Island Light Vessel.

No sea cocks were open. Good weather was encountered till 7 p. m. February 25. At 8 p. m. storm warning was received as follows: "Advisory storm warning Norfolk to Eastport. Storm central over Indiana, rapidly moving eastward, causing probably fresh to strong southwest gales Atlantic Seaboard to-night, becoming westerly Tuesday afternoon."

Pumps were tested before leaving Newport and functioned throughout the night of the 25th and the morning of the 26th of February.

At about 11 p. m. February 25 water was first noticed in the fireroom.

At about 11.30 p. m. February 25 water was first noticed entering the forecastle in the form of a leak just abaft the windlass. This fact was reported to the officer on watch who made an examination but took no action.

At 11.30 p. m. February 25 the forward tank was pumped out in an attempt to lighten the bow of the ship, but no effort was made to move the 9,000 pounds of ammunition which was stored in the magazine.

Chief Boatswain Sennott, while officer of the deck, 12 to 4 a . m., on the 26th, though noticing a slight list during his watch did not order any inspection to be made below as to the condition of the water.

The ship was hove-to from 12 o'clock midnight February 25 until she sank.

The engine was slowly turning over during this time, and the engineer officer was prepared at all times to carry out any signals given from the bridge.

At 2.30 a. m., February 26, the general-service pump was started in addition as the water was gaining.

At 5 a. m. the pumps were just keeping the water clear of the engine room bilges. The boat was down by the head and the siphon could not be used, due to lack o steam, caused by wet coal from port bunkers, the water in fireroom at this time being 6 inches deep.

At 7 a. m., February 26, the water was about 2 feet deep in the forecastle.

When it was found that the water was gaining on the pumps no bucket brigade was formed.

No orders were issued to calk the doors and keep them closed or to use the emergency hatches, two having been fitted in New York for this purpose.

At the time of sending the S. O. S. signals at 7.30 a. m., February 26, the position was given as 15 miles southwest of Fenwick Island Lightship. The position established by the steamship *British Admiral*, when picking up the survivors, was 12½ miles NNE. of Fenwick Island Lightship, giving an error in position of 27½ miles. The ship had then passed the entrance to the harbor of refuge at the Delaware Breakwater.

Upon the receipt of the S. O. S. call for help the U. S. S. *Emerald*, and later the U. S. S. *Edorea* were dispatched to the position as given by the S. O. S. call of the *Cherokee*. In addition to these two vessels the British steamer *Augban* also went to that position.

No officer took directive charge of the abandoning of the ship, specifying the positions the men were to take, the captain at this time being by the after bitts on the main deck, while most of the men were assembled on the top of the house.

The steering gear was carried away approximately 30 minutes before the foundering of the vessel, and as she fell off to stand toward the rescuing vessel the relieving tackles were not used. No abandon ship bills were posted, nor were stations ever taken or drill held.

There were sufficient life preservers for all hands.

## CONCLUSIONS.

The *Chreokee* was as able a tug as the generality of those engaged in towing off the coast of New Jersey. While it is recognized that chances must be taken in war time, in sending small vessels overseas, it is not considered that the *Cherokee* was sufficiently a seagoing craft to warrant her selection for distant service except in an emergency, which fact is borne out by her foundering off Cape Henlopen when unable to obtain shelter under the land in a fresh northwest gale. In the particular case of the *Cherokee* she was designated to proceed across the ocean under convoy, which would have afforded means for saving life in case of the loss of the tug.

Repairs had been made at both the New York and Philadelphia Navy Yards, and the constructors and inspecting officers considered her in good condition. The decks were paved with bitumastic cement to make them tighter and a wood sheathing was laid thereon to protect the cement.

Such leaks as developed in the decks at sea were not responsible for the foundering of the vessel. The coal-bunker plates had been refitted with rubber gaskets while the vessel was at the navy yard, New York. If they were not in place on the 25th and 26th of February, the fault lay with the engineer officers of the vessel.

The steam steering engine had been overhauled and repaired and was tested and found to be in good condition. The breaking down of the steering gear did not contribute to the loss of the vessel.

The bulkhead between the fireroom and crew's quarters had been repaired so as to make it water-tight, and one pipe leading through it had been fitted with a stuffing box at Philadelphia. The testimony of Chief Machinist's Mate Barker is to the effect that pipes led through that bulkhead and that the bulkhead was not made water-tight where they passed through. Testimony was introduced to show that when the inspectors and mechanics from the Philadelphia Navy Yard went on board the *Cherokee* to examine and repair that particular bulkhead their attention was never called to any lack of water-tightness where piping passed through the bulkhead, although the commanding officer was present on one occasion and a petty officer, presumed to be Chief Machinist's Mate Barker, on another.

The preponderance of evidence, together with photographs attached to the record, seems to show that the *Cherokee* had as much freeboard as the average tug and that the craft was not unduly down by the head, although probably more than under her normal conditions when employed in the merchant service, on account of the extra weight due to men, battery, stores, and ammunition. Ballast that had been temporarily removed from the afterpeak tank had been replaced. The weight of hawsers stowed aft served as additional after ballast. All air ports were tight. and two emergency hatches had been fitted with openings from the hurricane deck, but they were not made use of. That proper precautions were not taken for saving life in that no station bills for abandoning ship were posted in the crew's quarters, or elsewhere, and that no abandon-ship drills were ever held, nor stations ever taken for so abandoning ship, notwithstanding that some of the officers of the vessel deemed the vessel unseaworthy, nor was intimation ever given the personnel as to which boats or rafts the respective members were to man in an emergency.

That no officer exercised proper directive functions when the occasion arose to abandon the vessel on the morning of February 26, and the members of the crew appear to have decided among themselves as to what rafts, etc., to man.

That the commanding officer failed to exercise the proper function of command, he having turned in during bad weather with the vessel making water and the elements of danger being present.

That notwithstanding the fact that water was rising forward, and the vessel was settling by the head, no efforts aside from the employment of the steam pumps were resorted to, such as to forming a bucket line to keep the water from rising.

That while water was known to be entering from under the deckhouse doors no efforts were made to caulk and secure them and, in lieu of them, to make use of the two emergency hatches from the hurricane deck.

That notwithstanding the fact that a storm warning was received at 8 p. m. on February 25, indicating a southwest gale that night followed by a northwest blow the next afternoon. a south by west, one-half west (magnetic), course was steered from abreast Barnegat Inlet, which course carried the *Cherokee* offshore, depriving the vessel of the protection of a lee from the land when the wind should haul to the westward and caused the vessel to take water under the deckhouse doors and the port coal, bunker plates.

That errors in judgment, if not inferior seamanship, were displayed in connection with the following:

Upon receiving the storm warning by radio at 8 p. m. February 25, 1918, the commanding officer had reason to know that southwest gales were to be expected during that night, followed by northwesterly gales the next day, and that if he continued towards the southward he would first have the wind from the former direction with a sea making from the same point, followed by the wind on the starboard beam and a northwesterly sea when the wind hauled to that point. Knowing that, he held his course to the southward and westward, the *Cherokee* being at the time well off shore: whereas he should have turned and shaped a course calculated to carry the vessel to Sandy Hook with a view to seeking shelter inside of the Bight, while gaining a lee afforded by the shore from any southwest or northwest sea that might arise en route and in the meantime bringing the wind in a favorable position on the stabroard quarter. Should he have done so the *Cherokee* would have been inside of Sandy Hook Bight by 5.30 a. m. February 26, allowing for a speed of 8 knots.

However, this was not done, and as a result the *Cherokee* was approximately 24 miles east of the Delaware Bay entrance at 7.55 a. m. February 26, encountered the heavy

northwest gale of 48 miles an hour and foundered, being absolutely without protection from the land. Poor judgment, which may be attributed to inexperience in command, was displayed in steering an offshore course from Barnegat Inlet and there does not appear to have been any necessity for so doing for, even had fog been anticipated, it should have been considered that a southwest wind would dispel the same, but at any rate the submarine bell apparatus with which the *Cherokee* was equipped could have been relied upon to locate Northest End and Five Fathom Bank Lightship. An analysis of the positions as given by the commanding officer of the vessel when he directed that S. O. S. calls be sent out on the morning of February 26, and of that when the vessel foundered and the survivors rescued by the English steamer *British Admiral*, discloses the fact that the *Cherokee* was 27½ miles to the northward and eastward of the position given, tending to show that accuracy in navigation was lacking on the part of the officer or officers responsible for the same.

Although there was no evidence placed before the board to the effect that there were any loose rivets in the forward part of the hull of the vessel, nevertheless the fact remains that for four days while in Long Island Sound, prior to sailing for Hampton Roads, the *Cherokee* encountered heavy ice, ramming it while underway, and that no examination was made other than that conducted by Chief Boatswain Sennott, consisting of looking over the bows and a visual examination of the hull for seeping in the wake of rivets and after the draft forward had decreased. No examination was made with a hammer to test the rivets. In view of the foregoing, and the fact that no great quantity of water was at any time taken aboard, and consequently the pumps should have freed the vessel of such water as was noted entering, a suspicion rests with the board that while battling with the ice one or more rivets were loosened forward near the water line and came out either on the night of February 25, or early in the morning of the 26th, and that the ensuing leak in addition to the water entering the vessel from all other sources, gradually overcame the efforts of the pumps and caused the *Cherokee* to fill up forward and eventually founder.

The movements of the S. P. boats stationed at Cape May are shown in Exhibit Y. The U. S. S. *Delaware*, S. P. 467, was ordered to proceed immediately to the position given, i. e., 15 miles southwest of Fenwick Island Lightship. This order was executed. In addition, the British steamer *Aughon* also responded but was of no assistance in saving of lives, by reason of the *Cherokee's* position having been incorrectly given in her call for assistance.

The U. S. S. *Hull* was lying in the Delaware Breakwater at the time of the disaster. This vessel is not now in this vicinity, so no report from her commanding officer is available.

To sum up the loss of the U. S. S. *Cherokee*, and consequent loss of life, it may be attributed to the following specific causes:

An error in judgment in steaming to the southward instead of standing to the northward when the storm warning was received placing the vessel in a position where she would make the worst weather. Failure to keep sufficiently close to shore to take advantage of the lee afforded by the land as well as to keep run of the vessel's position. Failure to close and caulk the deck house doors in heavy weather and use emergency hatches instead. Failure to cause station bills for abandoning ship posted in order that the crew might know their stations or previous to sailing, stationing the men for abandoning ship and thus familiarizing them with their duties. Inability to use syphon to free vessel of water, due to wet coal and low steam pressure, which could have been avoided had the vessel been on a course that would have caused less water to be taken on board and advantage taken of the lee of the land had she encountered the northwest gale before reaching Sandy Hook.

In addition to the foregoing, the possibility of open rivet holes forward, due to encounter with the ice in Long Island Sound.

The error in not giving the radio operator the correct position of the *Cherokee*, when sending the S. O. S., did not have any bearing on the loss of life as the rescuing ship sighted her about five minutes before the call was sent.

Finally, the U. S. S. *Cherokee*, when foundering off Cape Henlopen, Del., on the morning of February 26, 1918, was engaged on duty for which her commanding officer, Lieut. Edward Newell recommended that she be employed and for which he considered her safe, namely, coastwise cruising and offshore work when necessary. (See letter of Feb. 11, 1918, in Exhibit M.)

The board has been unable to establish the identity of the steamer which was sighted by the steamship *British Admiral* on the morning of the 26th of February at the time of the rescue. The only vessel which would appear to in any way correspond to the description given is the *J. H. Devereux*.

As the facts found to be established by the preliminary board of investigation were based upon declarations not made under oath, the department, desiring to use every means at its disposal, and to have a report based upon testimony of witnesses under oath before a more formal court, convened a court of inquiry on April 12, 1918, to inquire into all the circumstances connected with the loss of the U. S. S. *Cherokee*, the causes thereof, damages to property resulting therefrom, injuries to and deaths of personnel incidental thereto, and the responsibility therefor.

The court of inquiry was directed to include in its findings a full statement of the facts established, together with its opinion as to whether further proceedings should be had in the matter. This court, composed of Commordore Thomas D. Griffin, United States Navy, retired, president; Capt. Frank A. Wilner, United States Navy, retired, and Capt. Kirtland W. Perry, United States Coast Guard, retired, as members; and of Lieut. John W. Gates, United States Navy, as judge advocate, after maturely deliberating upon the evidence adduced reported as follows:

The U. S. S. *Cherokee* was formerly the *Luckenbach No. 2*. She was built in Camden, N. J., by John Dialogue & Co. in 1891. Equipped with a Scotch boiler built in 1897. Dimensions of the hull as follows:

| | | |
|---|---|---|
| Gross tonnage | | 272 |
| Net tonnage | | 136 |
| Length | feet | 120 |
| Width | do | 25 |
| Depth | do | 14 |

Inspected by the Department of Commerce October 24, 1916, who reported as follows: "The steamer is seaworthy and fully equipped as per law—steamer has had a general overhauling such as scaling and painting interior of hull and all necessary repairs. Boiler, engine, and pumps were found in fair condition and certain repairs were proposed which when completed, would make same lawful and safe." These repairs were completed.

The steamer was inspected by the third district section of Joint Merchant Vessel Board, August 4, 1917, who made the following remarks: "An iron seagoing tug, 26 years old, in a fairly good state of preservation, now undergoing minor repairs and overhaul." Reinspected by the same board in October, 1917, who reported her in the same material condition as at the time of her first inspection.

After being taken over by the Government on October 12, 1917, she proceeded to the shipyard of W. & A. Fletcher, Hoboken, N. J., where she had repairs made as shown in Exhibit Q. These repairs were completed on December 2, when she made a short trip around the harbor and arrived the same day at the navy yard, New York. She was then placed in commission December 5, 1917, and ordered to proceed to Philadelphia on December 6 to join her squadron, which was assigned to foreign service.

She arrived at Philadelphia December 7 and further repairs were made as set forth in the joint report of the engineer officer, constructing officer, and inspection officer of the Philadelphia Navy Yard to the commandant of the Philadelphia Navy Yard, under date of January 7, attached hereto under Exhibit M. These repairs were completed.

The *Cherokee* left Philadelphia on January 31, 1918, and proceeded to New London, Conn., arriving there February 5, 1918. During the passage she encountered heavy ice in Long Island Sound, and periodically, for four days, bucked the ice to work a passage to the eastward.

The testimony shows that the officers attached inspected the hull of the vessel and found no injuries whatever due to the work in the ice. Further, the bilges were cleaned and no evidence of leaking in the hull was found.

At the time of sailing from Philadelphia the *Cherokee* was practically on an even keel, drawing almost the same fore and aft, and had from 4 to 6 inches of freeboard at the lowest point. Reliable testimony was given indicating that a tug of this character should have from 4 to 6 feet drag for safety. The evidence is that this was an old boat in a poor state of repairs, overloaded, and in bad trim.

While at New London some repairs were made in the engineer department at the works of the Thames Towboat Co.

February 22, 1918, the vessel steamed from New London to Newport, R. I., where she took aboard water, coal, and about 4 tons of supplies, these being stowed well forward.

February 24, 1918, the *Cherokee* sailed from Newport for Washington, D. C. On leaving Newport she was practically in the same trim as when leaving Philadelphia, except that the increase due to the weight of stores added somewhat to the draft forward.

The ship passed through Long Island Sound and New York Bay, to sea via Ambrose Channel, then to southward passing inside of Barnegat whistling buoy at about 4 p. m., February 25, 1918.

The weather was clear and fine during the run to Barnegat and continued good until about 7 p. m. of the 25th. A speed of about 9.3 knots had been maintained up to this time.

At about 8 p. m. a weather report was received by wireless as follows: "Advisory storm warning hoisted Norfolk to Eastport. Storm central over Indiana moving eastward. Will cause probable brisk to strong southwest gales Atlantic seaboard to-night, becoming westerly Tuesday forenoon." This was delivered to the pilot house as soon as received and recorded.

At 12 midnight Boatswain Sennott came on watch and had the deck until 4 a. m. He found the vessel on a southerly course, at slow speed (practically "hove to," according to testimony). He made about a SSE. course throughout his watch and did not alter the speed. Owing to a heavy sea, and the fact that the ship buried her bows under water every fourth or fifth sea, this officer emptied the forward water tank to lighten the vessel forward. This appears to have been the only precautionary measure taken by any officer on account of bad weather.

Throughout the night, as shown by testimony, much water was taken into the vessel through the decks, doors, and bunker plates, but the pumps were kept in operation and appear to have worked up to their capacity, which was not sufficient to entirely control the situation.

About 7 a. m. the wind shifted to the northward and westward, and an attempt was made to turn the vessel, in an endeavor to make port, but the steering gear broke down entirely and the attempt failed. No attempt to hook on the relieving tackles or rig a makeshift for steering was made.

At. 7.30 a. m., by direction of the commanding officer, an S. O. S. call was sent out, the fact that the ship was helpless having become apparent.

About this time several of the crew, led by Ensign John Stevenson, engineer officer, made an attempt to lower one of the life boats, but a sea came aboard carrying away the boat and also sweeping Mr. Stevenson overboard. The davits were not of sufficient strength or properly designed for carrying boats swung out, and the boats could not be launched under the conditions existing.

At 8 a. m. the *Cherokee* suddenly foundered, the crew going overboard, some in the large life raft, some clinging to small life rafts, and one or two to the floating wreckage.

According to the evidence obtainable, the *Cherokee* sank at about 8 a. m. February 26, 1918, in 17 fathoms of water, with Fenwick Island Lightship bearing approximately SSW., a distance of 12½ miles.

The U. S. S. *Cherokee* was a total loss. No property was saved.

At about 9 a. m. the British tank steamer *British Admiral*, E. O. Davis, master, arrived on the scene and, stopping to windward of the large raft, lowered a boat and took on board 12 men, 10 of whom survived. All others were lost. No other vessel arrived in time to save any lives.

The names of the survivors are as follows: E. M. Sennott, chief boatswain, United States Naval Reserve Force; L. T. Ackerman, seaman, second class, United States Navy; H. P. Poyner, fireman; R. J. Hall, gunner's mate, second class, United States Naval Reserve Force; E. E. Barker, chief machinist's mate, United States Naval Reserve Force; R. J. Kozeck, fireman, United States Navy; J. Warmack, fireman, second class, United States Navy; A. A. Martin, oiler, United States Navy; E. Z. Gudgel, fireman, second class, United States Navy; B. F. Brumfield, electrician, first class, radio, United States Navy.

Of the rescued men, injuries of a minor nature were sustained by Chief Boatswain E. M. Sennott and Chief Machinist's Mate E. E. Barker.

From the records and testimony available, the court is unable to give an authentic list of those lost.

## OPINION.

The court is of the opinion that the foundering of the U. S. S. *Cherokee* and the consequent loss of life and property were due to causes as follows:

She was a small vessel, 27 years old, in a poor state of repairs, overloaded, and in bad trim. Upon meeting rough weather she took seas over the bows and quantities of

water went below through leaks in decks, doors, and bunker plates. This water gradually accumulated forward until it forced her down by the head.

Considering the condition of the vessel, the commanding officer failed to take proper precautions for her safety when he received notice of an approaching storm.

In view of the evidence the court is of the opinion that the death of any individual due to the foundering of the *Cherokee* was occasioned by an act of duty in which he was engaged when it occurred, and was not the result of his own misconduct.

RESPONSIBILITY.

In the opinion of the court a measure of responsibility rests upon the commanding officer of the *Cherokee* in that he failed, before sailing from Philadelphia, to report to the proper authorities that, in his opinion, the ship was overloaded; and a further responsibility in that he did not turn back, or take action to correct her trim when duly informed from an authentic source, of the approaching bad weather. This responsibility appears to be greatly mitigated in view of his youth, lack of familiarity with Navy methods, and an undoubted desire to obey his instructions as soon as possible.

The history of the *Cherokee*, from the date of her acceptance by the Government, indicates that she was not suitable for general service at sea, because of her size, age, and condition. She was in need of very extensive repairs. The failure to make all of the major repairs seems justified by the press of more important work at the navy yard and the urgent need of the services of the boat; and for these reasons no blame attaches to anyone for such failure.

RECOMMENDATION.

In view of the conditions described above, it is recommended that no further proceeding be taken in the matter.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*

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[No. 42.]

## YORKE, LOUIS A.

**DEPARTMENT OF THE NAVY,**
**Washington, May 3, 1918.**

MY DEAR MR. CHAIRMAN. In further reply to the committee's letter inclosing the bill (H. R. 3804) "For the relief of Louis A. Yorke," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Louis A. Yorke was appointed an assistant paymaster in the Navy on October 26, 1869; was promoted to passed assistant paymaster on May 12, 1875; and, on February 24, 1887, was wholly discharged from the naval service, with one year's pay, under the provisions of an act of Congress approved August 5, 1882 (22 Stat., 286), having been found by a naval examining board not morally or professionally qualified for promotion.

He was appointed an assistant paymaster in the Navy, for temporary service during the Spanish-American War, on July 16, 1898, and served in that capacity until honorably discharged on October 11, 1898. It appears that he was born June 27, 1846, and is now approximately 72 years of age.

A close inspection of the service record of Mr. Yorke does not show that at any time during his service as an officer in the Navy has he ever performed any extraordinarily meritorious service, such as might tend to warrant a reward of the nature proposed in the above bill. There are many ex-officers who have stronger claims than Mr. Yorke for special consideration of the kind proposed, but the department does not believe them to be entitled to a place on the retired list of the Navy, which exists for officers regularly retired in accordance with law, usually after becoming incapacitated for further service because of age or physical disability. The general pension laws provide for cases of ex-officers in needy circumstances who served creditably.

The first service of Mr. Yorke in the Navy was terminated because, as a result of his own misconduct, he was not morally qualified to perform the duties at sea of a paymaster, and he was also found not professionally qualified for such grade. His second period of service was under a temporary appointment only, and was of short duration. Further, the enactment of this legislation would have the effect of transferring to the retired list of the Navy one who is not now connected with the service and who has not been connected therewith for many years.

The enactment of such legislation would also have the effect of establishing an undesirable precedent whereby many former officers whose connection with the service has entirely terminated would seek similar relief.

In view of the above, the department recommends the disapproval of the measure in question.

Sincerely yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



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[No. 43.]

## HAMILTON, ALBERT.

**DEPARTMENT OF THE NAVY,**
**Washington, May 9, 1918.**

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing the bill (H. R. 11385) for the relief of Albert Hamilton, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Albert Hamilton was born August 5, 1879, was appointed a second lieutenant in the Marine Corps October 16, 1903, and accepted the appointment October 30, 1903. He was promoted to first lieutenant from December 9, 1904, and his resignation was accepted to take effect from February 14, 1908.

The medical record of Mr. Hamilton, while in the service, is briefly as follows: Camp Elliott, Panama—in hospital February 6 to 17, 1904, and April 19 to 23, 1904, febris remittens, origin duty; October 19 to 21, 1904, dermatitis venenata, origin duty. Naval Academy—February 18 to 23, 1905, tonsillitis, origin duty. Naval Hospital, New York—surveyed August 27, 1907, anemia and chronic malaria. On September 5, 1907, Lieut. Hamilton was granted two months' sick leave from and including September 7, 1907, and on October 25 of that year he requested that he be granted four months' leave of absence from expiration of the two months sick leave, and that his resignation as first lieutenant be accepted at expiration of such four months' leave of absence. On November 2, 1907, in accordance with the above request, he was granted leave of absence from November 7, 1907, to February 14, 1908, and his resignation was accepted to take effect from the latter date.

The records of the department further show that prior to the date his resignation became effective Lieut. Hamilton asked permission to withdraw his resignation. This was on January 13, 1908, and on the following day he telegraphed asking that no action be taken on his request of January 13, and the matter was therefore dropped.

With the exception of about a year's service on the Isthmus of Panama in 1904, Lieut. Hamilton served during his entire career in the Marine Corps, at the Marine Barracks, New York, Annapolis, and League Island, and on recruiting duty at Detroit and Toledo.

In view of the fact that Mr. Hamilton was examined by a board of three medical officers of the Navy in August, 1907, which board reported that the probable future duration of his unfitness for duty was two months and of the fact that this board found nothing in the physical condition of Mr. Hamilton to warrant a recommendation that he appear before a retiring board, it is not believed that his appearance before a retiring board after a period of more than 10 years has elapsed would develop any effects that would occasion his being placed on the retired list for disability incurred in the line of duty.

The department can find nothing in the record of Mr. Hamilton which would warrant the special consideration which is proposed in the above bill, and therefore recommends that same be not favorably considered.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*

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[No. 44.]

## SUMNER, ALLEN M.

DEPARTMENT OF THE NAVY,
Washington, May 14, 1917.

My Dear Mr. Chairman: In further reply to the committee's memorandum, transmitting the bill (S. 2117) to appoint Allen M. Sumner a captain on the active list of the United States Marine Corps, and requesting the views of the department thereon, I have the honor to inform you as follows:

Allen M. Sumner was born October 1, 1882, and on March 14, 1907, was appointed a second lieutenant in the United States Marine Corps from Massachusetts. On December 14, 1908, he was promoted to first lieutenant and, while holding that rank, resigned January 1, 1914. He is credited with 1 year and 8 months' sea service and 1 year and 7 months' foreign service out of a total 6 years and 10 months' regular service in the Marine Corps.

On March 17, 1917, he was appointed a first lieutenant in the Fleet Marine Corps Reserve for a period of four years from February 10, 1917; was transferred to the Marine Corps Reserve A, with provisional rank of captain, March 22, 1917; was detailed for three months' active service for training March 24, 1917; and was assigned to active service upon mobilization April 7, 1917.

Should the reinstatement of this officer commend itself to your judgment and that of the Committee on Naval Affairs, the department would not object to the enactment of the bill (S. 2117) if the following provisos be added thereto:

*Provided further*, That the said Allen M. Sumner shall be carried as an additional number in the grade to which he may be appointed under the provisions of this act, and in any higher grade to which he may hereafter be promoted: *And provided further*, That the said Allen M. Sumner be credited with his service as an officer in the Marine Corps Reserve from April seventh, nineteen hundred and seventeen, the date of his assignment to active service upon mobilization.

Sincerely, yours,

Franklin D. Roosevelt,
*Acting Secretary of the Navy.*

The Chairman Committee on Naval Affairs,
*United States Senate.*



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[No. 45.[

## ONE DOLLAR PER YEAR PERSONS EMPLOYED IN THE NAVY DEPARTMENT.

NAVY DEPARTMENT,
Washington, May 25, 1918.

MY DEAR MR. PADGETT: Referring to your letter of May 7, inclosing H. R. 337, requesting certain information relative to persons employed by the Navy Department, or any of the bureaus thereof, who have accepted service at a salary of $1 a year, I have the honor to state that there is one such employee in the Bureau of Ordnance loaned to the department for a period of not to exceed three months and there are five such employees in the Office of Naval Intelligence.

I deem it incompatible with the public interest to give the names, addresses, and character of duties of the employees in the Office of Naval Intelligence.

Inclosed herewith is a copy of a statement from the Bureau of Ordnance, giving information concerning the employee of that bureau at a salary of $1 per year. The individuals above referred to are the only people thus engaged and in case they are retained they will be placed on a proper compensation basis.

Very respectfully,

JOSEPHUS DANIELS.

Hon. L. P. PADGETT, M. C.,
*Chairman Committee on Naval Affairs,*
*House of Representatives, Washington, D. C.*

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NAVY DEPARTMENT, BUREAU OF ORDNANCE,
*Washington, D. C., May 10, 1918.*

To: The Secretary of the Navy.
Subject: Data pertaining to persons employed at a salary of $1 per year.
Reference: (*a*) Department's circular letter of May 9, 1918, forwarding copy of House resolution No. 337 and letter from the chairman of the Committee on Naval Affairs, House of Representatives, dated May 9, 1918.

1. Complying with the directions contained in reference (*a*) Mr. C. G. Atwater is the only person employed in this bureau at a salary of $1 per year, and the following information is furnished as required by House resolution No. 337.

Mr. C. G. Atwater, 725 Nineteenth Street, Washington, D. C., and 20 Wildey Street, Tarrytown, N. Y., consulting engineer, is engaged upon investigation of various processes for the fixation of atmospheric nitrogen. Mr. Atwater was loaned to the Bureau of Ordnance by the Barrett Co., 17 Battery Place, New York City. This company

is engaged in the manufacture and sale of the by-products of coal distillation.

The loan of Mr. Atwater is limited to three months as a maximum and the Barrett Co. is continuing his regular salary during that period. Mr. Atwater was in charge of research work on the uses of ammonium sulphate and ammonia products.

Current contracts between the Navy and the Barrett Co. are as follows:

Navy Orders 697, 837, 836, 834, 882, 1087, 1086, 1083, 1170, and 1642, aggregating 1,600,000 gallons of c. p., toluol used in the manufacture of high explosives. The price of this material is $1.50 per gallon. The total value of the contract is $2,400,000. Deliveries to date of 400,000 gallons, equivalent to $600,000. Future deliveries due 1,200,000 gallons, equivalent to $1,800,000.

Contract 35693, roofing material, amounting to $3,960, delivery upon which is not yet due.

RALPH EARLE.

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[No. 46.]

## BORROWES, HENRY.

DEPARTMENT OF THE NAVY,
Washington, May 28, 1918.

MY DEAR MR. CHAIRMAN: In further reply to your letter inclosing the bill (H. R. 7321), "For the relief of Henry Borrowes," and requesting the views and recommendations of the department thereon, I have the honor to advise you as follows:

One Henry Burrowes enlisted in the Navy, April 6, 1865, at Brooklyn, N. Y., for three years, as a landsman, served in the *North Carolina* and *Vanderbilt*, and deserted from the latter-named vessel October 2, 1865, at the navy yard, Philadelphia, Pa.

It will be seen from the record of Burrowes that he served less than six months of an enlistment for three years. From statements on file in this department, it appears that Burrowes understood that he was overstaying his liberty without authority, and that he preferred to stay at his home in Philadelphia rather than to report to the naval authorities in the near vicinity.

The department knows of nothing connected with the record of Burrowes which, in its opinion, would entitle him to the special consideration proposed in the above bill, and it is therefore recommended that same be not favorably considered.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



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(No. 47.)

## McCULLEY, CHARLES L.

DEPARTMENT OF THE NAVY,
Washington, May 29, 1918.

My Dear Mr. Chairman: In further reply to the committee's letter inclosing the bill (H. R. 6662) for the relief of Charles L. McCulley, and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Charles W. McCulley enlisted in the Navy as an apprentice seaman on April 17, 1917, and was discharged on account of physical disability not in the line of duty and not due to his own misconduct, August 24, 1917. A board of medical survey found that McCulley was suffering from flat feet, and that the condition existed prior to enlistment. After entering the service, McCulley was unable to participate in drills due to pains in the arches of his feet and the disability failed to respond to treatment.

Honorable discharges are granted only upon expiration of enlistment or on discharge for physical disability contracted in the line of duty. The medical record in this case clearly showing that the condition existed prior to enlistment, favorable consideration of the above bill is not recommended.

Sincerely, yours,

Josephus Daniels,
*Secretary of the Navy.*

The Chairman Committee on Naval Affairs,
*House of Representatives.*



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[No. 48.]

## CHARLTON, CECIL FLOYD.

**DEPARTMENT OF THE NAVY,**
**Washington, June 4, 1918.**

MY DEAR MR. CHAIRMAN: In further reply to the committee's letter inclosing the bill (H. R. 11723) "To reinstate Cecil Floyd Charlton as a passed assistant surgeon in the United States Navy," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

Cecil Floyd Charlton was appointed an assistant surgeon in the Navy January 26, 1912, and resigned January 26, 1915. The service of Dr. Charlton was creditable, and he resigned of his own volition in order to practice medicine in civil life. At the time he resigned he was a passed assistant surgeon.

The above bill, if enacted into law, would operate to place Dr. Charlton in his original position on the Navy list though he has been out of the service for more than three years. This would be an injustice to those officers in the Medical Corps who were junior to him at the time he resigned and who have remained continuously in the service.

This proposed legislation is for the benefit of an individual and therefore of a class to which the department is opposed, except in specially meritorious cases. No feature of special merit being apparent in this case, it is recommended that the bill be not favorably considered.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON NAVAL AFFAIRS,
*House of Representatives.*



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[No. 49.]

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NAVAL AFFAIRS,
Tuesday, September 17, 1918.

The committee met at 10.30 o'clock a. m., Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENTS OF REAR ADMIRAL LEIGH C. PALMER, CHIEF, BUREAU OF NAVIGATION; COMMANDER J. S. McCAIN, AND COMMANDER F. B. FREYER.

The CHAIRMAN. Gentlemen, there are a number of legislative bills pending before the committee, which I desire to be considered by the committee.

I will first call attention to H. R. 12915, a bill to provide additional pay for warrant officers on shore duty beyond the continental limits of the United States.

Admiral PALMER. This is to provide sea-service pay for shore duty abroad. All the commissioned officers now have that in peace time as well as war time; that is, sea service pay, and not the commutation of quarters. As far as this is concerned, it will put the warrant officers on exactly the same basis as the commissioned officers if in the proviso there we stop after the words "April 6, 1917," eliminating the words "and shall continue in effect for not more than six months after the termination of the war." Those words should be left out, so as to put it on the same basis as for commissioned officers.

Mr. VENABLE. This says "the same pay as is now or may be authorized by law for warrant officers on sea duty."

Admiral PALMER. Yes; for warrant officers on sea duty. You understand commissioned officers on sea duty now get the sea-duty pay when they are on shore duty beyond the continental limits of the United States, and this is to put the warrant officers on the same basis.

The CHAIRMAN. And the words "and shall continue in effect for not more than six months after the termination of the present war" go out?

Admiral PALMER. Yes, sir.

The CHAIRMAN. If that was left in it would interfere with the Philippine service, too, would it not?

Admiral PALMER. Yes; it would interfere with all the Philippine service.

The CHAIRMAN. I will next call attention to H. R. 12934, a bill which I introduced the other day to extend certain provisions of the war-risk insurance act of September 2, 1914, as amended to cadets at the United States Military Academy and midshipmen at the United States Naval Academy.

Under existing law the Comptroller of the Treasury has ruled that cadets at the Military Academy and midshipmen at the Naval Academy are not entitled to the benefits of the war-risk insurance act, or to the compensation provided therein, unless thay are assigned to active service; in other words, they would have to get out of the school and go into active service in order to get the benefit of the war-risk insurance; and we have another law, you will remember, that allows young men to be taken from the Army to the Military Academy and from the Navy to the Naval Academy. Now, if those men while they are in the Army or in the Navy can take out this insurance——

Mr. VENABLE (interposing). Aside from the men who are possibly sent there from the service, what is the reason for extending this privilege to them? Their risk is no greater while there than it is in normal times.

The CHAIRMAN. I was going to call attention to that. They are in the military service, and I think they should have the benefit of the military laws.

Mr. RIORDAN. An enlisted man at Pelham has not any more risk than a man at the Naval Academy, and he can take out war-risk insurance the minute he enters the Naval Reserve.

Admiral PALMER. Yes.

Mr. VENABLE. How long is the course at Pelham Bay?

Mr. RIORDAN. Nine weeks.

Admiral PALMER. They may stay there longer; it depends on what they are studying.

Mr. VENABLE. A man stays at Annapolis or West Point four years.

Mr. RIORDAN. Three years now.

Mr. VENABLE. Three years now, and in normal times four years.

Mr. RIORDAN. He is liable to be ordered out at any minute.

Mr. VENABLE. And when he is, he can take out insurance. Whenever he goes into the service, of course, he can take out insurance; but this proposes to give him the benefit of this insurance three years prior to the time he goes into the service.

The CHAIRMAN. If I may finish my statement——

Mr. LITTLEPAGE (interposing). He is practically in the service when he goes into the academy.

The CHAIRMAN. Yes; he is sworn in and is subject to duty. What I was going to call attention to is this: Under the law we can take men into the Naval Academy from the Navy and into the Military Academy from the Army. Now, while those men are in the Navy or in the Army, they can take out, and do take out, this insurance, and when they go into the Academy they can continue it, so that the men who go into the Military Academy and into the Naval Academy from the Army and the Navy are carrying the insurance, and the men who are appointed by the Congressmen and the Senators can not get it under existing law. These young men are appointed there and have a career before them, and I think it is but fair and right that they should have the benefit of this law.

Admiral PALMER. Mr. Chairman, I should like to mention another point when you are through.

The CHAIRMAN. Yes.

Mr. LITTLEPAGE. Let me interrupt you just a minute, if you please. It occurs to me, Mr. Chairman, that inasmuch as the young fellow who volunteers for the service or is drafted—for instance, my son is in

the service and he took out $10,000 insurance in the Army. Now, what is the difference between my son and a boy similarly situated and these men who go in the naval school for training? Why are they not just as much entitled to the insurance as my boy?

The CHAIRMAN. I think the law ought to be so, at least.

Mr. RIORDAN. Allow me to make a suggestion. We have had in the past a great many bills here retiring a man who has been hurt at the Naval Academy, whereas if they had this insurance that would do away with special bills of that sort.

Admiral PALMER. You understand they do not get the benefit of the retired list.

Mr. RIORDAN. But we have many bills—I do not know whether there are any at this session—for men who have been hurt at the Academy, giving them the rank of lieutenant and putting them on the retired list. I had one of them myself for a young man by the name of Farrell, who was hurt at the Academy.

Admiral PALMER. The principal point about it is this: I have been on shore duty two years now. I expect to go to sea within two months, but I have been ashore two years, and I have not had any risk, and yet I can take out the war-risk insurance. I have no more risk than the midshipman at the Naval Academy, and the fact is, in this particular case, I have not as much. This matter was brought out by the fact that we send our midshipmen to sea for three or four months in the summer, and under the law now we can take them out of the Naval Academy and put them on a ship. If we have a lot of submarines on this coast, we can take midshipmen out of any class and send them out to sea and put them to work fighting submarines.

Mr. BUTLER. Before they are commissioned?

Admiral PALMER. Yes, sir.

Mr. BROWNING. If you do that, would they not have the right to take out the insurance?

Admiral PALMER. There is no time then, and they would not have the right, either, because they are midshipmen.

Mr. VENABLE. The comptroller has ruled that if they are called into active service they can take out this insurance.

Admiral PALMER. They are called midshipmen at the academy or cadets at West Point, and that is not considered active service by the insurance people.

Mr. VENABLE. I am speaking about the comptroller's construction of the war-risk insurance act. He holds it does apply to midshipmen and cadets when they are called into active service.

Admiral PALMER. When they are called into active service and leave the position of cadet or midshipman, and take up the position of petty officer or commissioned officer, we consider that they are in the active service. We have had soldiers who have been at camps on this side in training or engaged in training other people for over a year, and they have the war-risk insurance. With reference to midshipmen, just this last summer all of them were aboard ships in the Atlantic Fleet or on destroyers. We put them on those ships because we did not have training ships. We had to put them on the regular ships, and one of them was sunk by a German mine—the *San Diego*—and there were seven midshipmen on that ship. Every other man aboard had war-risk insurance and they could not have it. Seven of them were actually aboard that ship when she was torpedoed.

Mr. VENABLE. Do you think that is going to be the usual practice?

Admiral PALMER. Yes, sir.

Mr. VENABLE. Do you think you will assign these men to these vessels?

Admiral PALMER. Yes, sir.

Mr. BUTLER. You have the same authority over them you have over an enlisted man or an officer, and you can order them to sea or to a place of danger at any minute.

Admiral PALMER. Yes, sir; it has been done and is being done, and on the only big ship that has gone down on this side, the *San Diego*, there were seven midshipmen on duty there under orders.

Mr. VENABLE. If they are subject to the war risks they ought to have the benefit of the insurance.

The CHAIRMAN. I have here another bill, H. R. 12916, a departmental bill, which I introduced, providing for the temporary promotion of commissioned officers of the Marine Corps serving with the Army.

The Army act, as you are aware, provides for temporary promotion. The marines who are sent abroad are detached temporarily from the Navy and attached to the Army, and operate with the Army. There is no law authorizing their temporary promotion, and the Army officers are being promoted all along in these temporary organizations, and the marine officers are simply holding their regular lineal rank in the Marine Corps. This is to give them the same privileges with reference to temporary promotion that are provided for officers of the Army with whom they are cooperating.

Mr. BUTLER. Will you please refer there, Mr. Chairman, to the provision of the act of Congress which does give to officers of the Marine Corps some temporary promotion? That act of Congress does give to marine officers temporary promotion, does it not?

The CHAIRMAN. Yes; to officers who are operating with the Marine Corps. That is the act of May 22, 1917, which temporarily increased the Marine Corps.

Mr. BUTLER. While operating with the Marine Corps?

The CHAIRMAN. Yes; while operating with the Marine Corps.

Mr. BUTLER. But not while operating with the Army?

The CHAIRMAN. No; not while operating with the Army. When they are detached from the Marine Corps and become a unit in the Army there is no law authorizing their promotion while they are operating with the Army.

Mr. LITTLEPAGE. Does the bill have the approval of the Navy Department?

The CHAIRMAN. It was sent down by the Secretary and it has the Secretary's approval. I have before me the Secretary's letter in which he says:

I have the honor to inclose herewith a copy of a proposed bill providing for the temporary promotion of marine officers detached for duty with the Army.

It is my opinion that our fighting military forces in Europe should be placed on terms of equality so far as promotion is concerned during the continuance of this war. While it is the theory of our Government that, like the armies of France, every soldier carries in his knapsack the baton of a marshal, as a matter of fact, the marines are now limited in promotion to the grades and numbers prescribed by law for their own corps.

Should the Congress find itself in substantial agreement with the recommendation that there should be an equality of opportunity to all engaged alike in this struggle, it is believed that the sterling qualities evidenced by the marines to meet every call duty in the past will have received a recognition that is due and which will be lected in redoubled efforts on future battle fields.

Commander FREYER. I might add that it also has the approval of Gen. Pershing.

The CHAIRMAN. I have here a bill (H. R. 12945) which I introduced yesterday and which has the approval of the admiral. It did not come down from the department. While we were away what is known as the man-power bill was passed, and it was approved on August 31, 1918. Paragraph 9 of that act is as follows:

That hereafter uniforms, accouterments, and equipment shall, upon the request of of any officer of the Army or cadet at the Military Academy be furnished by the Government at cost, subject to such restrictions and regulations as the Secretary of War may prescribe.

Now, that leaves out the marines, it leaves out the midshipmen at Annapolis, and it leaves out the Coast Guard. For that reason I prepared a bill and introduced it, copies of which you have before you. The bill provides—

That hereafter uniforms, accouterments, and equipment shall, upon the request of any officer of the Navy or any officer of the Marine Corps, or any officer of the Coast Guard while operating with the Navy, or any midshipman at the Naval Academy be furnished by the Government at cost, subject to such restrictions and regulations as the Secretary of the Navy may prescribe.

This other bill only provides for officers of the Army or cadets at the Military Academy. I have therefore prepared a provision in identical words for the Navy, for the midshipmen, and for the Coast Guard while operating with the Navy. I thought that their service ought to be kept on a parity and if the Army is to have the benefit of these purchases at cost, these other services ought to have it also.

Mr. BUTLER. Is there any authority in the Secretary of the Navy to temporarily transfer from the Marine Corps to the Army any officers or enlisted men he sees fit?

The CHAIRMAN. That is done by the President.

Mr. BUTLER. That does not require any legislation?

The CHAIRMAN. I do not think so.

Mr. BUTLER. I wanted to know whether there was authority in the Navy Department to transfer them.

The CHAIRMAN. Yes. The law provides "that commissioned officers of the Marine Corps detached for duty with the Army under the provisions of section 1621 of the Revised Statutes"—that gives the President the authority.

The CHAIRMAN. I have here a bill (H. R. 10747) that I introduced some time ago, and I have also a letter from the Secretary on the subject of the bill. This came down with a recommendation of the department at the time that we had up for consideration the naval appropriation bill. We were working on the appropriation bill, and this is one of the matters that was not taken up but was passed over until after we got through with that bill. The bill provides—

That all persons serving in confinement pursuant to a duly approved sentence of a naval court-martial shall, until discharged from confinement, remain subject in all respects to the articles for the government of the Navy and all other laws for the administration of justice in the Navy, and shall be liable to trial by courts-martial under said articles and laws, for offenses committed while under any sentence imposed pursuant to the first or any subsequent trial by court-martial.

The letter of the Secretary of the Navy in regard to this bill is as follows:

DEPARTMENT OF THE NAVY,
*Washington, March 12, 1918.*

MY DEAR MR. SPEAKER: I have the honor to transmit herewith a proposed draft of a bill to provide for the better administration of justice in the Navy.

In many cases of enlisted men sentenced by court-martial to confinement and dishonorable discharge the period of confinement extends far beyond the date when the enlistment of the man would in ordinary course terminate. It is extremely important that unhesitating obedience may be exacted of all persons serving sentences imposed by courts-martial, and in order to enforce such obedience it is highly desirable from the standpoint of naval discipline that naval courts-martial have complete jurisdiction to try and punish court-martial prisoners who commit offenses while serving confinement.

The inclosed bill if enacted into law will also confer upon naval courts-martial express authority to try and punish officers sentenced to confinement, who invariably are first dismissed from the service before commencing the period of confinement adjudged.

The jurisdiction of a naval court-martial to punish prisoners of the classes mentioned; that is, (*a*) those whose term of enlistment has expired and (*b*) former officers who have been dismissed and are serving their terms of confinement, is not specifically covered in the law, and in order that no possible question may be raised as to the jurisdiction of such court in the cases mentioned, it is felt that express legislative authority therefor should be conferred by Congress. The inclosed draft of a bill is proposed to confer the necessary jurisdiction upon a naval court-martial.

The authority to punish naval prisoners which would thus be conferred upon naval courts-martial by the enactment of the inclosed draft of bill would insure uniform discipline in prison administration, in that all prisoners who commit offenses while undergoing confinement would be subject to trial and punishment without regard to whether the prisoner is a former officer and entirely aside from the fact whether or not the period of his enlistment has expired.

It may be remarked in this connection that naval courts-martial would not thus be clothed with any greated power with respect to jurisdiction over prisoners than is now conferred upon Army courts-martial by the Articles of War (sec. 1342, Rev. Stats., art. 2 (e)), amended by the act of August 29, 1916 (39 Stat., 650–670).

The inclosed draft is therefore recommended for your favorable consideration and that of the committee, to which you may refer same with a view to its early enactment into law.

Very respectfully,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES,
*Washington, D. C.*

In other words, here is a man who commits an offense, say, a month before the expiration of his term of enlistment, and he is punished by a sentence to imprisonment for six months for that violation of law. While he is serving, his term of enlistment expires. He is under naval discipline for the five months. If he was sentenced for six months, then for five months after the expiration of his term of enlistment he would not be subject to punishment——

Mr. BUTLER (interposing). Do you mean that there would be no authority for punishing him for an infraction of the rules?

The CHAIRMAN. No.

Mr. VENABLE. What authority have they had covering such cases, or what have they done before under such circumstances?

The CHAIRMAN. They have not had any authority.

Mr. VENABLE. What has been done in such cases heretofore?

Admiral PALMER. As you will see, after the expiration of his term of enlistment we have no authority at all over the man.

Mr. VENABLE. Certainly they have had some authority to maintain prison discipline, and I want to know what has been the method

heretofore employed. They certainly have had cases in which they had to do something, or do they operate under the civil law?

Admiral PALMER. No, sir; it is under military law, but that does not have any effect upon a man after the expiration of his enlistment.

Mr. VENABLE (interposing). You have had cases where men in confinement have committed offenses after the period of their enlistments has expired, and they certainly have been punished.

Admiral PALMER. They are punished up to that time.

Commander FREYER (interposing). He could be put on bread and water or given that sort of punishment for infraction of the prison discipline.

Mr. VENABLE. You mean that he can not be tried and given an additional sentence for that offense?

Commander FREYER. It is questionable whether the Navy Department has that power, and this would clear it up.

Mr. MCARTHUR. The question might be raised as to whether such a man could get out by virtue of a writ of habeas corpus.

The CHAIRMAN. No; he could be kept in during the term of his punishment. Let me give you this illustration of it: Suppose a man is in confinement undergoing punishment under sentence of a lawful court martial, and that the period of his imprisonment is six months. Suppose he is sentenced to six months imprisonment just one month before the expiration of his term of enlistment——

Mr. MCARTHUR (interposing). Why should he be sentenced to six months' imprisonment?

The CHAIRMAN. Because he is subject to that punishment. He is subject to punishment for any offense committed during that time. That man would be liable to punishment in a State if he had declared his intention to move out of the State the next day. If he had declared his intention to move out of the State the next day and then committed the offense, he could be punished.

Mr. MCARTHUR. This is a different proposition.

The CHAIRMAN. No. The punishment is not limited to the term of his enlistment. A man is enlisted for four years.

Mr. RIORDAN. Under the present administration of the department, I might be willing to give them that much authority, but I would not have been willing to give it to some past administrations of the department.

The CHAIRMAN. Here is a man who enlists in the Army for four years. He violates the law and is tried for it and sent to the penitentiary for 20 years——

Mr. VENABLE. As I understand the situation, it is this: A man is convicted by a naval court-martial and sentenced to a penal institution for a term of five years. Then, only one month after his sentence the term of his enlistment runs out. After the expiration of that month, he commits some offense which, if he were in the military service, would subject him to another court-martial and to possibly another sentence. Now, while the local prison authorities, by virtue of the sentence under which he originally came under them, might confine him at hard labor for a period of time in the enforcement of the discipline of the institution, and could subject him to prison discipline by putting him on bread and water or placing him in close confinement, they have now no authority to convene another court-martial and try him for the second offense and give him an additional sentence.

The CHAIRMAN. That is correct.

Mr. VENABLE. This simply gives them authority to convene a second court-martial. In other words, it continues him under their machinery and subject to military law until the expiration of the sentence, even though the term of his enlistment has expired.

The CHAIRMAN. That is the full effect of it.

Mr. BUTLER. This law is 143 years old, and I want to know why at this late hour they ask a change in it. I am not opposed to it at all, but there is a wonder in my mind as to why it has not been asked for before this. Is there any occasion for it now which did not heretofore exist?

Admiral PALMER. Not that I know of. The Army has that privilege now.

Commander FREYER. We do not say affirmatively that we have not that power. It is questionable whether we have, and it would not be determined unless a case came before the Supreme Court. It is to settle it beyond question that we ask this legislation.

Mr. VENABLE. That suggests a very interesting question. Of course you can not try a civilian by court-martial, and I think the Supreme Court would uphold the statutes. That is a question that is apt to arise, and it is interesting from the lawyers' standpoint. You can not try a man who is not in the military service by court-martial, and the length of time that a man shall continue in the military service, depends, of course, upon his enlistment, which is a voluntary act. You can not impress him into the service against his will in normal times. Now, here is a case in which they would continue him under military discipline beyond the term that he says that he has enlisted for. The Constitution provides that the citizen shall have the right of appeal to the civil courts, and I think the Supreme Court would sustain it.

The CHAIRMAN. But here is the other phase of it: The enlistment may be either voluntary or under the draft——

Mr. VENABLE (interposing). Let me suggest an answer to that contention. The answer to that contention is this, that although it might be argued to apply to those now confined or those already in the service, yet hereafter, this being enacted into law, when a man enlisted he would enlist with this proviso attached, and that would be a part of his enlistment, so that no violence would be done.

The CHAIRMAN. There is still an additional phase, and that is that when he commits an offense and is convicted by court-martial and is sentenced to serve a term, under that military sentence he is a military prisoner, and the military authorities have jurisdiction over him until they discharge him. This makes it plain.

Mr. BUTLER. I want my question answered. What occasion exists now that did not exist heretofore for the passage of this legislation?

Commander FREYER. No specific occasion has arisen, and it is only in case it should arise that we wish to cover it.

Mr. BUTLER. Is it any more likely to arise hereafter than has been the case heretofore? I want to know the reason why you ask it now. You do not know of any reason for passing this bill now that did not exist heretofore, do you? In other words, is this a part of the development in the administration of the affairs of the Navy?

Admiral PALMER. I think it is this way: When we started in we had about 56,000 officers and men in the Navy, and now we have 317,000. There is therefore a chance that more of these cases will

come up. Another point is that the Judge Advocate General's Department has been trying to clean up its records and put everything on a satisfactory basis from the law viewpoint, and they probably have just come up to this point.

Mr. BUTLER. You have answered my question.

The CHAIRMAN. I have here a bill (H. R. 10849) that was sent down at the same time that the other one was. I took the matter up with Admiral Palmer yesterday, and there is an amendment suggested. The bill reads as follows:

[H. R. 10849, Sixty-fifth Congress, second session.]

A BILL To establish certain new ratings in the United States Navy.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the following new ratings, with the specified rates of base pay per month, be, and they are hereby, established in the United States Navy:

Seaman branch: Chief torpedoman, $50 acting appointment, and $70 permanent appointment; torpedoman, first class, $40; torpedoman, second class, $35; torpedoman, third class, $30; chief signalman, $50 acting appointment, and $70 permanent appointment; signalman, first class, $40; signalman, second class, $35; signalman, third class, $30. Artificer branch: Chief radioman, $60 acting appointment, and $70 permanent appointment; radioman, first class, $50; radioman, second class, $40; radioman, third class, $30.

SEC. 2. That the aforesaid rates of pay shall be subject to such increases of pay and allowances as are, or may hereafter be, authorized by law for enlisted men of the Navy: *Provided,* That appointments or enlistments in the said ratings may be made from enlisted men in the Navy or from civil life, respectively, and the qualifications of the candidates for any of said ratings shall be determined in accordance with such regulations as the Secretary of the Navy may be prescribe: *Provided, further,* That enlisted men of the Navy who may now be detailed as signalmen, first class; signalmen, second class; and signalmen, third class, and who when so regularly detailed receive extra compensation in addition to the monthly pay of their rating at the rates of $3, $2, and $1, respectively, as authorized by Executive order of October twentieth, nineteen hundred and two, General Order Numbered One hundred and ten, shall hereafter be detailed as signal boys, first class; signal boys, second class; and signal boys, third class, and when so regularly detailed they shall receive the same rates of extra compensation, respectively.

The admiral recommends that the last proviso, beginning with the words "*Provided further,*" in line 11, and on to the end, be stricken out, and that in line 12, page 1, after "$30," we put in the words "signal apprentice, first class, $27; signal apprentice, second class, $26; signal apprentice, third class, $25," so that it just puts them in the classification part of the act and strikes out the proviso.

Mr. BROWNING. What is the object in reducing the pay of these men to less than that of the ordinary seamen? Twenty-five dollars is five dollars less than the pay the ordinary seaman gets.

Admiral PALMER. This refers to base pay only.

Commander FREYER. The base pay was $17, and that is what it is now.

Admiral PALMER. They are all to get additional compensation for the period of the war.

Mr. BUTLER. This is to compensate men for services that they will render.

Admiral PALMER. Yes, sir.

Mr. BUTLER. Then, why do you draw any distinction between permanent and acting men? An acting man might perform the same service that the permanent man does.

Admiral PALMER. He comes in the Navy under an acting appointment until he has proven his capacity, and then he gets a permanent

appointment. He comes in first under an acting appointment and then goes up to a permanent appointment.

Mr. BUTLER. Will he be sure to go up under the law if he shows the qualifications?

Admiral PALMER. Yes, sir; if he shows the qualifications. The idea is that some man might turn out to be inefficient, and in that event——

Mr. BUTLER (interposing). Although he may perform the same service as though he were on a permanent appointment, nevertheless, he is an acting officer or an acting man in the Navy.

Admiral PALMER. When he performs that service for a year, he goes up.

Mr. BUTLER. He is on a probationary basis?

Admiral PALMER. Yes.

Mr. BROWNING. As I understand it, you do not change the torpedo men of the different classes at all. They are in the bill, and you do not change them at all.

The CHAIRMAN. Yes; that is true.

Mr. BROWNING. When you come to the signalmen in the bill, you have "chief signalman, $50, acting appointment, and $70, permanent appointment."

The CHAIRMAN. This amendment covers signal apprentices.

Mr. BROWNING. What is that rating?

The CHAIRMAN. $27. On top of that he would get the increase allowed by this temporary provision.

Mr. BUTLER. Do we have the rating of torpedo man?

The CHAIRMAN. We do not, but this creates it.

Mr. BUTLER. You have a chief torpedo man, do you not?

The CHAIRMAN. This is all new.

Admiral PALMER. All of these are new ratings.

Mr. BUTLER. I have no objection to any of this, but I would like to know what particular service a chief torpedo man performs.

Admiral PALMER. He would be a man fully qualified to handle torpedoes and to fire them, to take them apart, and to put them together.

Mr. BUTLER. He would be a noncommissioned officer commanding a squad of men who would be firing the torpedoes?

Admiral PALMER. He would be a chief petty officer.

Mr. BUTLER. And he would have under his command a certain number of men, or a squad of men?

Admiral PALMER. Yes, sir.

Mr. BUTLER. The business of the men would be to fire the torpedoes?

Admiral PALMER. Yes; and to keep them in condition.

Mr. BUTLER. Who performs that service now?

Admiral PALMER. We have some gunners' mates doing it. Of course, the officers do it first, as they do the instructing, but we have no rating for that. We have a great many men who have nothing to do but torpedo work.

Mr. BUTLER. This is to specialize a little?

Admiral PALMER. Yes, sir.

Mr. BUTLER. This is to create an inducement for men to specialize in that work and to devote their attention to that service?

Admiral PALMER. Yes, sir.

The CHAIRMAN. There is one other bill that was sent down, and that is H. R. 12194, to provide for the award of medals of honor, distinguished service medals, and Navy crosses, and for other purposes. Under the act approved July 9, 1918, or just before we went away, provision is made, on page 29, for medals of honor, distinguished service crosses, and distinguished service medals. Now, this bill has been prepared, and, as I understand it, Admiral, this is identical with the Army provision adapted to Navy conditions.

Admiral PALMER. That is correct.

Mr. BUTLER. Now, Mr. Chairman, will this give the Secretary of the Navy ample authority to have these medals stricken and handed to the men who are entitled to have them, or will they have to come back to Congress for more authority?

The CHAIRMAN. The President has that authority.

Admiral PALMER. It will be done on recommendation of the Secretaty of the Navy.

The CHAIRMAN. The President is authorized by this bill to present in the name of Congress a medal of honor, etc., and it further authorizes him to present, but not in the name of Congress, a distinguished service medal, etc. It is just like the Army has it; that is, both in the name of Congress and not in the name of Congress. In other words, some of the medals are higher. Then he is authorized to present, but not in the name of Congress, a Navy cross. It is the same as the Army provision, except that the language is changed so as to adapt it to the Navy.

Mr. BUTLER. Does it include the Marine Corps?

The CHAIRMAN. Yes.

Mr. BUTLER. We want to finish it at one time if we can.

The CHAIRMAN. Let us see if it does include the Marine Corps.

Admiral PALMER. Yes; because they are in the naval service.

The CHAIRMAN. This says "all persons in the naval service."

Mr. BUTLER. If it is the intention of this bill to authorize the President of the United States to have inscribed and to have presented medals of honor for their valor and for their heroism, let us make it perfectly plain.

The CHAIRMAN. That is what we are doing, and we are making it exactly the same as the bill which Congress passed for the Army some two months ago.

Admiral PALMER. It is so worded as to include them while they are in the naval service, and it will include them though they may be operating under any other service. As long as they hold their commissions or enlistments in our naval service, according to this bill they can receive these medals.

Mr. BUTLER. Would there be any objection to writing in the bill, after the words "naval service," a provision showing that the bill is to include the Marine Corps?

The CHAIRMAN. I do not think there is any necessity for that.

Admiral PALMER. Commander McCain states that the Army has already given medals to those in the naval service.

Mr. BUTLER. I agree that these medals should be given and that lots of Navy men should have them. I would like authority given to the President of the United States to especially give medals to those who have rendered heroic service in these first battles.

Mr. LITTLEPAGE. As I understand, this bill does just what we have already done for the Army.

Mr. BUTLER. I know, but I am going to think about it, because I want it right.

Mr. LITTLEPAGE. There ought not to be any partiality shown.

Mr. BUTLER. No; I am sure we do not want to do that. Will there be authority in this bill which will enable the President of the United States to especially decorate the marines for the services rendered in the fight at Ballieu Wood and Hill 204?

Admiral PALMER. This will give him full authority to do that.

Mr. BUTLER. To issue any special medal?

Admiral PALMER. Yes, sir.

Mr. BUTLER. What do you say, Mr. Chairman?

The CHAIRMAN. I think so, and that is the way I interpret it.

Mr BUTLER. Will it do it? Let there be no question of interpretation.

Admiral PALMER. It would not give him a medal different from anyone else who does equal service, but it will give him a medal for any heroic work he does.

Mr. BUTLER. This will not give him a medal for any special act of heroism?

Admiral PALMER. He will get a medal for special acts of heroism but it will not be a different medal from that which will be given another man for doing an equal act of heroism that occurred after or before.

Mr. BUTLER. Let me repeat the question: Will this authorize the President of the United States——

Admiral PALMER (interposing). Commander McCain states that there will be a plate which will have inscribed on it the date of the action for which he receives the medal.

Mr. BUTLER. Will it authorize the President of the United States to issue a medal showing the place where he performed the act of heroism?

Commander McCAIN. The plate will contain the date, the place, and the man's name.

Mr. BUTLER. And the President of the United States will be authorized to have any design made that he thinks proper?

Admiral PALMER. Yes.

Mr. BUTLER. If I understand Commander McCain, this will authorize the President of the United States, if he sees fit, to have stricken off a special medal with which he could decorate the marines who made these first fights?

Admiral PALMER. No; I do not think that will be it. He can strike off a special medal, which will be given for heroism of various kinds, and all people equally heroic in that fight or the next one will get that medal. Those who get such medals for acts of heroism in that fight will have their names, the date, and the action engraved thereon, and the man who gets it for acts of heroism in a fight at another place will have a different date and action engraved on his medal.

Mr. RIORDAN. In other words, the medals will be similar in every way except as to the date and place at which the action took place.

Admiral PALMER. Yes, sir.

Mr. RIORDAN. If a marine by the name of John Smith performed an act of heroism at Baillieu Wood on July 1, that would be engraved on his medal.

Admiral PALMER. That is it.

Mr. RIORDAN. And if a marine fights valiantly at Breste, his medal will have on it, "John Jones, Breste, July 10."

Admiral PALMER. Yes.

Mr. BUTLER. Will this actually do that—that is, provide that a medal shall be issued to a man who took part in the battle at Baillieu Wood? In other words, will the President have authority to give him a medal which will show on its face that he distinguished himself by his performances at the fight at Baillieu Wood?

Admiral PALMER. That will appear on the name plate.

Commander McCAIN. Each medal will have attached above the medal and beneath the pin a name plate on which may be inscribed the man's name, the date, and the action.

Mr. BUTLER. It will be a general medal for heroism, but on that medal will be inscribed the place where the man performed the act of heroism?

Commander McCAIN. On the name plate.

Mr. BUTLER. And it will appear as a part of the medal?

Commander McCAIN. It will appear as a part of the medal; yes.

Admiral PALMER. And if he is in another action——

Commander McCAIN (interposing). He will not get another medal, but he will get another name plate.

(Thereupon the committee adjourned.)

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[No. 50.]

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NAVAL AFFAIRS,
Monday, September 23, 1918.

The committee this day met, Hon. Lemuel P. Padgett (chairman), presiding.

## PURCHASE OF DRY DOCK FROM THE COMMONWEALTH OF MASSACHUSETTS.

The CHAIRMAN: Gentlemen of the committee, I called the meeting this morning for consideration of the bill (H. R. 12982) to authorize the Secretary of the Navy to purchase from the Commonwealth of Massachusetts a large dry dock and appurtenant lands.

The members of the commission on waterways and public lands of the Commonwealth of Massachusetts were here last week and in conference with the Secretary of the Navy and myself we discussed this matter in its various phases, and as the result of that a tentative agreement was reached for the purchase of this dry dock by the Government, subject, of course, to the approval of the Congress of the United States.

As you gentlemen are aware, the Commonwealth of Massachusetts several years ago began the construction of a very large dry dock at Boston. It is about 1,200 feet in length, 115 feet in width, 35 feet over the sill at mean low water, and about 45 feet at mean high water.

The contract for the construction of this dock was made before the present abnormal high prices and was made around a figure of about $3,100,000. The construction of the dock is well under way.

Mr. ESTOPINAL. What is the percentage of construction completed?

The CHAIRMAN. We will go into that in detail. I want to get the situation before the committee.

Mr. ESTOPINAL. Very well.

The CHAIRMAN. The construction of the dock is well under way. The department feels that there is great need for this dock at as early a date as practicable, both for the Navy and also for commercial purposes. We have no large dock north of New York. The whole New England coast is without a large dock. We have a large dock at New York, but not nearly so large as this one, and, as I remember, not large enough to accommodate the *Leviathan*.

Commander STANFORD. The dock in New York is wide enough and deep enough, but is not long enough.

The CHAIRMAN. I was there when they overhauled her and they had to do the work out in the open over at Hoboken.

In that state of the matter the Commissioners of the Waterways Commission of the Commonwealth of Massachusetts and the Secretary reached, as I have stated, a tentative agreement, and that is now before the committee for its consideration, with a view to a recommendation to the House of Representatives. They propose to sell the dock to the Government at the actual cost under the contract that they made for its construction prior to the high prices that are

now prevailing. In order to expedite the early completion of the dock it will require about $350,000 additional to put an additional force and additional hours to speed up.

The proposition, in substance, from the commission was—and this proposition has been approved by the governor and the Council of the Commonwealth of Massachusetts—the legislature of Massachusetts passed an act authorizing the Waterways Commission to lease the dock or to sell it to the Federal Government, but prohibited them from expending any additional money over and above the contract price as agreed upon heretofore, to which I have referred, so that the commission is unable to pay anything to expidite the construction of this work and the proposal to the Secretary is that the Commonwealth under their contract will complete the construction of the dock and transfer it to the Government at the actual cost, and if the Government of the United States desires to expedite the early construction of it, the Secretary can expend the $350,000, and pay it directly to the contractors, but not let it go through the Commonwealth or through the commission, because the commission is prohibited from paying any money, and if any money were paid to them they would have to turn it into the treasury and then it could not be paid to the contractors, but the expedition of the work would be a supplemental agreement with the Secretary of the Navy.

In addition to the purchase of the dock, they propose to sell to the Government the lands adjacent to the dock, in round numbers, 99 acres of land—a little less than 100 acres of land—of which about 51 or 52 acres are wet land and between 48 and 49 acres are high, dry land.

This wet land is under water from 5 to 7 or 8 or 9 feet, and it is wet land that runs from the high land out to the pier line established by the United States Government. They propose to sell this high land to the Government at what it actually cost the State of Massachusetts. They paid for portions that they purchased about 70 years ago 25 cents a square foot. They propose to sell it to the Government at that price plus the actual cost as shown by their books of what they have expended upon it in the way of filling and reclaiming it, and also the bulkheads. The wet land they make no charge for at all. That is the land that lies between the dry land and the pier line, making about 51 or 52 acres covered with water from the shore, varying in depth from 5 to 7 or 8 or 9 feet. They make no charge for that land at all.

Of course, there is a channel of 45 feet, as I remember, that comes into the entrance of the dock, that crosses over a part of the wet land and on either side it slopes up.

I invited the Secretary of the Navy and the members of the Waterways Commission of the Commonwealth of Massachusetts and Commander Stanford, who was formerly, as you well know, the Chief of the Bureau of Yards and Docks, and who is now on duty at the Boston yard, to appear before the committee this morning and give us a full statement of the matter. The Secretary had a previous engagement and could not come, but he will be here to-morrow to appear before the committee. To-day we will have the hearing with these other gentlemen.

I have a proposal for the sale of the dry dock to the United States Government. It is a rough draft of the proposal, and also the desig-

nation of the land in square feet, what the original cost was, and what the improvements have cost, as I have outlined.

The proposal referred to by the chairman follows:

PROPOSAL FOR SALE OF DRY DOCK TO THE UNITED STATES GOVERNMENT.

Under the authority vested in the Commission on Waterways and Public Lands said commission proposes to sell to the United States Government the dry dock now in process of construction on the land of the Commonwealth located in South Boston, Mass., under an agreement that shall provide for the following considerations:

1. That the United States Government shall agree to pay for said dry dock an amount to cover the actual cost of the same as set forth in Schedule A submitted herewith, it being understood that said schedule sets forth all contracts now in force, all payments made under contracts already entered into, and estimates that have been carefully considered and fixed as costs to be incurred for the completion of the dock, with such exceptions as are further noted.

2. The United States Government will pay for such land as it may require for use in connection with the dock, amounts that may be agreed upon, based upon the schedule of costs and estimated areas as set forth in Schedule B, it being understood that all costs shown in said schedule are accurately fixed by the detailed figures carried on the books of the Commonwealth of Massachusetts, and that they represent, to the best of the knowledge of the Commission on Waterways and Public Lands, the actual cost of said land to the Commonwealth.

3. The United States Government agrees to provide for any payment to cover any extra cost due to action that the United States Government may deem necessary to hasten completion of said dock.

4. The Commonwealth of Massachusetts, through the Commission on Waterways and Public Lands, agrees to proceed with the work necessary for the completion in accordance with the contracts already entered into, and to expend the sum of $— for necessary accessories and fittings in addition to contracts already made, as set forth in Schedule A.

5. The commission agrees, upon completion of the dock, to turn the same over to the United States free and clear of all encumbrances, assuming all responsibility whatsoever for any claims or damages that may arise in connection with the contracts for the construction of the dock. It further agrees in connection with such transfer to give to the United States Government free and clear title to any land owned by it shown on said Schedule B that may be required for use in connection with the operation of the dock, at prices that shall be agreed upon substantially in accordance with the statement of land values submitted in Schedule B with areas shown on plan accompanying.

SEPTEMBER 12, 1918.

SCHEDULE A.—*Estimated cost of constructing dry dock and approaches—Amounts already paid and cost of completion on basis of contract prices for portion which has been let and estimates for the balance.*

| Work. | Contractor. | Estimated total cost. | Amount of work contracted for. | Amount expended to Sept. 10, 1918. |
|---|---|---|---|---|
| General contract | Holbrook, Cabot & Rollins Corp. | $1,865,157.25 | $1,865,157.25 | $1,010,348.27 |
| Pumping machinery | Worthington Pump & Machinery Corp. | 193,119.00 | 193,119.00 | 90,266.32 |
| Transformers | General Electric Co. | 14,942.00 | 14,942.00 | 12,071.70 |
| | | 1,375.00 | 1,375.00 | ..... |
| Sluice gates | Coffin Valve Co. | 21,500.00 | 21,500.00 | 18,198.00 |
| Preliminary borings | ..... | 2,442.90 | 2,442.90 | 2,442.90 |
| Floors and stairs | Donnelly Iron Works (Inc.) | 23,460.00 | 23,460.00 | 11,182.60 |
| Caisson | Bethlehem Steel Bridge Corp. | 357,959.13 | 357,959.13 | ..... |
| Tide recorders | Sanborn Co. | 330.00 | 330.00 | ..... |
| Pump house | Weiss Construction Co. | 34,554.00 | 34,554.00 | ..... |
| Pump-house crane | Whiting Foundry Equipment Co. | 4,150.00 | 4,150.00 | ..... |
| Accessories, fittings, and contingent | ..... | [1] 588,377.65 | ..... | ..... |
| Total | ..... | 3,107,366.93 | 2,518,989.28 | ..... |

[1] This item covers assembly shop, capstans, crane and track, approach piers, electrical transmission system, paving, air compressors, water pipes, sewers, and contingent expenses.

SCHEDULE B.

| Area. | | Cost for improvement. | | Original value (at 25 cents per square foot). | Sale price. |
|---|---|---|---|---|---|
| Given. | Square feet. | Per square foot. | Total amount. | | |
| | | *Cents.* | | | |
| A | 349,806 | 24.1 | $84,303.25 | $87,451.50 | $171,754.75 |
| B | 655,125 | 40 | 262,050.00 | 163,781.25 | 425,831.25 |
| C | 1,290,797 | (1) | (1) | 322,699.25 | 322,699.25 |
| D | 178,560 | 42.6 | 76,066.56 | 44,640.00 | 120,706.56 |
| E | 1,254,750 | ..... | ..... | 313,687.50 | 313,687.50 |
| F | 169,150 | 24.1 | 40,765.15 | 42,287.50 | 83,052.65 |
| G | 174,000 | ..... | ..... | 43,500.00 | 43,500.00 |
| H | 110,450 | 48.5 | 53,568.25 | 27,612.50 | 81,180.75 |
| I | 178,300 | 24.1 | 42,970.30 | 44,575.00 | 87,545.30 |
| J | 328,344 | ..... | 61,393.58 | 82,086.00 | 143,479.58 |
| K | 239,800 | 48.5 | 116,303.00 | 59,950.00 | 176,253.00 |
| L | 238,788 | ..... | 56,419.00 | 59,697.00 | 116,116.00 |
| M | 265,100 | 48.5 | 128,573.50 | 66,275.00 | 194,848.50 |
| N | 238,788 | ..... | 58,536.70 | 59,697.00 | 118,233.70 |
| | 5,671,758 | ..... | 980,949.29 | 1,417,939.50 | 2,398,888.79 |

[1] See dry-dock construction.

The CHAIRMAN. I might add, by way of explanation, that areas A, B, C, D, E, F, G, H, and J are included in the transfer, except D, which it is agreed that the Commonwealth of Massachusetts will dedicate and use for a street, construct and build the street. Section D runs alongside at the end of these other sections, and the Commonwealth of Massachusetts dedicates this section D for a street that is to be a 100-foot street, as I remember.

Commander STANFORD. And also excepting a portion of H and J.

The CHAIRMAN. In the purchase we pay for A, B, C, F, H, H being in two subdivisions, and we pay for both of the subdivisions of H. and we exclude the others, which is the wet land. All the water land is excluded. In Section H, as shown by the map, a street is to be opened on the west side. Seventy-five feet of the west margin of Section H is to be used for opening a street. Off of the east side of Section K and adjoining the strip which I have just mentioned. the Commonwealth of Massachusetts takes 25 feet, and makes that street 100 feet wide, so that the Government is to pay only for the high land or that which is marked in red on the map. The wet land, which is shown in the white area, is to be included in the conveyance, but excluded from the payment. This line runs parallel with the line separating H and K and parallel with the line separating areas L and J. It is estimated that the total cost of the land, the dry land and the wet land, will be about $1,061, 321.62, the exact cost being dependent upon exact surveys, but in the statement which I have placed in the hearing these various areas are itemized. I have a copy of a letter dated September 19, 1918, addressed to the Secretary of the Navy, which was forwarded to me by Mr. John N. Cole. chairman Commission on Waterways and Public Lands of the Commonwealth of Massachusetts, that I will also have placed in the hearings.

The letter referred to by the chairman follows:

COMMISSION ON WATERWAYS AND PUBLIC LANDS,
STATE HOUSE, BOSTON,
*September 19, 1918.*

Hon. L. P. PADGETT, M. C.,
*Chairman Naval Affairs Committee, Washington, D. C.*

DEAR SIR: I am sending you copy of letter submitted to-day to Secretary Daniels, based upon plans and accurate figures which are being taken to Washington by the assistant attorney-general. I understand that Admiral Stanford will arrange for a conference between the Solicitor of the Navy Department and our attorney, and our attorney has also been directed to go over the matter with you.

Thanking you for previous courtesies in this matter, and anticipating the opportunity of closing it up in conference with your committee on Monday next, I am,

Cordially, yours

JOHN N. COLE, *Chairman.*

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SEPTEMBER 19, 1918.

Hon. JOSEPHUS DANIELS,
*Secretary of the Navy, Washington, D. C.*

MY DEAR MR. SECRETARY: The more careful figuring of the areas to be deeded to the United States Government in making the transfer of the dry dock property show that there are slight changes, which I will endeavor to set forth as clearly as possible in the following communication:

The areas agreed to in the conference between you and Mr. Padgett and the commissioners were as follows:

| | Square feet. | Value. |
|---|---|---|
| Area A | 349,806 | $171,754.75 |
| Area B | 655,125 | 425,831.25 |
| Area C | 1,290,797 | 322,699.25 |
| Area E | 1,254,750 | 318,687.50 |
| Area F | 169,150 | 83,052.65 |
| Area G | 174,000 | 43,500.00 |
| Area H | 110,400 | 81,180.75 |
| | 178,300 | 87,545.30 |
| Area J | 328,344 | 143,479.58 |
| Total | 4,510,672 | 1,672,731.03 |

In laying out the street to make the connection between Summer Street and Northern Avenue, and to make the bounds of the Navy property border that street on a line with that already established for the Boston Army supply base, there will be certain deductions for the area to be taken for the street, and certain deductions from the water area on the outside that will leave the total area of land to be transferred 4,396,480 square feet.

The deductions from this area are as follows:

| Area. | Square feet. | Amount. |
|---|---|---|
| Water Area C | 560,029 | $140,007.25 |
| Water Area E | 1,156,710 | 289,177.25 |
| Street Area | 76,026 | 37,328.66 |
| Area G | 174,000 | 43,500.00 |
| | 1,966,765 | 510,013.16 |

This makes a deduction of 1,966,765 square feet of land, and a deduction of $510,013 from the original figures fixed above. In addition to this deduction there should be, in accordance with our agreement, an allowance for the original value of the land shown as area J with a charge made for the improvements, wharf, etc. This deduction is $82,086, from which is taken the cost of the improved area upon which the pier stands in area J, covering 20,000 square feet of land at 25 cents per square foot, amounting to $5,000. This makes a further net deduction of $77,086.

These two figures amount to $587,099, which deducted from the agreed values makes the net cost of land $1,085,632.03. While this figure is slightly in excess of that already fixed, and changes the gross amount to be fixed for the sale, I am sure you will see that it is justified by the figures submitted.

Mr. Barnum, assistant attorney general, leaves Boston to-night and will confer with your solicitor upon an arrangement made through Admiral Stanford. A copy of this letter is being sent to Mr. Padgett.

Cordially, yours,

———— ————,
*Chairman.*

The CHAIRMAN. I will also place in the record the letter that I received, dated September 20, 1918, from the Secretary of the Navy, transmitting a recommendation and also the draft of the proposed bill.

(The letter referred to by the chairman follows:)

NAVY DEPARTMENT,
*Washington, September 20, 1918.*

MY DEAR MR. PADGETT: The dry dock under construction by the Commonwealth of Massachusetts at Boston is now approaching completion, and the Commonwealth, represented by the Commission on Waterways and Public Lands, with the approval of the governor and his counsel, have submitted a proposition for the purchase of this property by the Government.

The tentative proposal as presented by the Commonwealth for the acquiring of this property contemplates the following principal features: The Commonwealth will proceed with the construction under the contracts now executed and with other features which are necessary for the proper completion of the dock within the limit of the amount appropriated by the Commonwealth for this purpose, namely, $3,107,366.93. Upon the completion of the dock the Commonwealth will convey it, together with such adjacent land as may be necessary for its proper operation, to the United States free of all incumbrances.

The large dimensions of this dock and its location near the deep-water channel of the harbor makes it very desirable this that property should be acquired by the Government. This need is particularly urgent in view of the great necessity for additional docks to provide for the increasing units of the Navy, as well as for the rapidly expanding merchant marine, and particularly to provide facilities for the docking of the superdreadnaughts and large transports.

The contract for the dock was executed prior to the war and at a cost much lower than would now be required for the construction of such a dock. It is found that the progress of the work could be, and should be for the Nation's needs, greatly expedited and the dock rendered usable at a much earlier date than will be possible at the present rate of progress. To expedite the work will cost an amount estimated at $350,000.

It is estimated that approximately the sum of $4,550,000 will be required for the purchase of the foregoing property, including the amount necessary to expedite the completion of the work.

It is requested that this matter be given careful and favorable consideration by your committee, and the department will cheerfully supply such further and detailed information as the committee may call for in the premises.

There is submitted herewith a draft of a provision that it is believed will cover the desired legislation.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary.*

Hon. LEMUEL P. PADGETT,
*Chairman Committee on Naval Affairs,*
*House of Representatives.*

DRAFT OF PROVISION TO ACCOMPANY NAVY DEPARTMENT'S LETTER OF SEPTEMBER 20, 1918, TO CHAIRMAN HOUSE COMMITTEE ON NAVAL AFFAIRS.

The Secretary of the Navy is hereby authorized to contract with the Commonwealth of Massachusetts for the purchase of the dry dock, with its equipment, now under construction at Boston by the Commonwealth of Massachusetts, together with the land adjacent thereto necessary for the proper utilization of said dock, and there is hereby appropriated for said purpose the sum of $4,550,000, or so much thereof as may be

necessary: *Provided*, That the Secretary of the Navy, in his discretion, in order to expedite the completion of the construction of said dry dock, may expend out of the sum above appropriated an amount not exceeding $350,000.

The CHAIRMAN. I have made this statement in order to get at the outset a connected statement of the proposed transaction before we take up the hearing, so as to get before the committee an explanation of the proposal and the details of the proposal.

To-morrow the Secretary of the Navy will discuss with us the question of the policy and the reason and necessity for the purchase of this dock and land. These gentlemen this morning will present to us the details of the purchase side of it, what we are getting, the values, how those values are arrived at, and how much land, etc., is proposed to be sold.

Gentlemen of the commission, which one of you prefer to be heard first?

## STATEMENTS OF MR. JOHN N. COLE, CHAIRMAN, AND MR. JESSE B. BAXTER AND MR. WILLIAM S. McNARY, OF THE COMMISSION ON WATERWAYS AND PUBLIC LANDS, COMMONWEALTH OF MASSACHUSETTS.

Mr. COLE. Mr. Chairman and gentlemen of the committee, the Waterways and Public Lands Commission appears before you this morning in connection with this proposition, not expressing any request for legislation of Congress other than that which seems to be made necessary to work out the early use of this particular service for the Federal Government. The entire commission is here, Mr. McNary and Mr. Baxter, accompanied by the first assistant attorney general, Mr. Barnes.

The statement already made by Mr. Padgett is a very clear layout of the proposition as it now rests between the Commonwealth of Massachusetts and the Federal Government.

The dry dock was undertaken by the Commonwealth in connection with its policy of developing the South Boston water front for commercial purposes, in order to get shipping into Boston. It was believed that a large dry dock, capable of taking care of the largest vessels which come across, would be an incentive to get the shipping concerns to send more of their business to Boston. In connection with that policy of development the Commonwealth erected what is said to be the biggest and most efficient shipping pier in the entire United States, if not the world, a pier 1,200 feet long which actually did handle in 10 days during the last winter nearly $40,000,000 worth of cargo. In connection with that development also the entire fishing business of the Massachusetts coast was concentrated at the fishing pier which the Commonwealth owns. All of this development involved an expenditure of a little over $9,000,000 and an appropriation at the last session of the legislature of $780,000 more, so that before we are through we will have spent on this South Boston development over $10,000,000. The result of that has been that this fishing pier to-day handles more business, under the control of the Commonwealth, so far as the development of the equipment is concerned, than any fishing center in the entire world.

Mr. KELLEY. Where does this land lie with reference to the Charlestown Navy Yard?

Mr. COLE. A little less than 1 mile and a half from the Charlestown Navy Yard.

These dry-dock contracts were made originally four years ago and then approved by the legislature a year later, and the work has been going on for the last two and one-half years. Under normal conditions it would have been completed in August, 1918, last month. As to the present condition, it is in the process of completion, as set forth in the following table, which, I think, makes it very clear that about 70 per cent of the work is done; over 50 per cent is paid for with material on the site to take care of it, so that we might properly say it is 70 per cent completed. The general contract involves $1,865,000. We have paid on that contract $1,019,000 and the material on the works makes it about 70 per cent completed. The pumping machinery, $193,000 is the amount of the contract, and $90,000 has been paid. That machinery is now all on the ground. The transformers, sluice gates, preliminary borings, floors and stairs, caisson, tide recorders, pump house, and pump-house crane, the first essentials for the complete equipment of the dock, make contracts that the Commonwealth has entered into, amounting to $2,518,989.28, out of a total cost estimated of $3,107,000. In other words, there is left work that the Commonwealth holds itself responsible under the proposed agreement which amounts to $588,000. These are definite contracts, 70 per cent completed.

The Commonwealth has found during the past year, as all of you know better than we do, that there is but one shipping master in the country left, and that is the United States of America.

We brought this matter to the attention of the Shipping Board, and while they were very desirous also to secure the early completion of this dock, recognizing the urgent need of it, they found that they had no way of bringing that about under the appropriations that they had at their disposal. It was then brought to the attention of the Navy Department, not with a desire on the part of the Commonwealth of Massachusetts to be relieved of this proposition. Let me say to you, gentlemen, that while we believe the dock is of tremendous importance to the United States of America under the proposed plan we are giving to the United States of America in this water-front area an area of tremendous value, believed to be of great value by everybody in Boston, and there is not one single suggestion of desire on our part to sell or belief on our part that we are getting rid of something we do not want. The port of Boston wants a dry dock. The Federal Government, we believe, can get more benefit from it while under completion, and that is why we brought it to the attention of the Secretary.

The land here, in red [indicating] is land which has been filled for many years past. The price fixed on this land was fixed in the following manner: The only portion that is included in here [indicating] that is under water has been believed by the Commonwealth to be worth 25 cents per square foot, plus the cost of carrying.

Mr. KELLEY. From what time?

Mr. COLE. Seventy-one years ago, when they began the development of the filling in here [indicating], and when there was an agreement by which the owners of certain riparian rights were given rights to fill, and the Commonwealth took this over in exchange. In the work of reclamation there has been a charge made for bulkhead con-

struction, pier construction, and the bulkhead construction on this side [indicating] which had to go back on a portion of this dry-dock area, which is included in the dry dock. All of these figures have been kept without any reference to profit. They have been submitted as the actual cost at present, based on the terms given to the Army when they took over this area [indicating].

Mr. KELLEY. Where is that?

Mr. COLE. Drydock Avenue runs right out to the water front, back to this point [indicating], and goes all along the reserve channel. In other words, clear to there [indicating], and comes back to the reserve channel.

Mr. KELLEY. The Army has taken that?

Mr. COLE. Yes, sir. They are filling a portion and dredging another portion. When through they will have the largest building they have yet built for an Army base. In this area here [indicating] they are building a big base for the Navy. Drydock Avenue will be between the Army and this property that we are considering this morning. That will give to the Government an enormous area and enormous development.

The CHAIRMAN. Area D separates the Army purchase from the proposed purchase of the Navy?

Mr. COLE. D is a street that we are responsible for the construction of, and for which we have made an agreement with the Federal Government already to construct, with water, sewer, and so forth.

Mr. KELLEY. This is not the street that you spoke of that is to be constructed 100 feet wide?

Mr. COLE. No, sir.

The CHAIRMAN. The triangle between Drydock Avenue and Summer Street and what is called Harbor Street is dedicated to the public use as an open area.

Mr. COLE. The price paid by the Army—and that should be taken into consideration in fixing the price for this—included the cost of the stone bulkhead from that point [indicating] to that [indicating], and we sold that to the Army, after their investigation, at $1.10 a square foot, including the cost of the unfilled land.

Mr. KELLEY. Did the Commonwealth sell that to the Army?

Mr. COLE. Yes, sir; on their own investigation, and they paid 70 cents a square foot for the wooden bulkhead and 25 cents for the flats, which had been dredged to a certain depth. They are now deepening them. In other words, the bulkhead which held this land has practically been taken over by the Army already, and that makes the cost of the land back here [indicating] that much less, so that the highest price that this land represents is 67.6 cents and the average of it is 49.1 cents for the filled area.

Mr. KELLEY. Per square foot?

Mr. COLE. Yes, sir.

The CHAIRMAN. That is for the Navy?

Mr. COLE. Yes, sir.

The CHAIRMAN. As against what that the Army paid?

Mr. COLE. Seventy cents for a portion and $1.10. The parcels were divided, one at 70 cents and the other at $1.10.

The CHAIRMAN. And the Army paid for all of the wet land?

Mr. COLE. Yes, sir; 25 cents.

The CHAIRMAN. And we get 52 acres for nothing?

Mr. COLE. The justification for that is that we believe the Navy had got to build wharves there in connection with the development, which will be of very great value to the port of Boston. As a matter of fact, the Secretary of the Navy in submitting his views to the commission stated that any development there would be available not only for the Navy, but for commercial purposes as well.

Mr. FARR. That is the reason you are not charging the Navy as much as you charged the Army?

Mr. COLE. Yes, sir. We should feel very keenly if this development did not provide for the commercial needs of Boston as well as for the Navy.

The CHAIRMAN. The statement of the Secretary you understood, of course, was simply a matter of inducement as to why this would be of advantage, and it was not an obligation that the Navy would permit the use of it to interfere with naval purposes?

Mr. COLE. As a matter of fact, the Navy has an arrangement under the terms of which they have control of the dock anyway. They have priority rights.

Mr. KELLEY. The dock under construction?

Mr. COLE. Yes, sir.

The CHAIRMAN. That is where we authorized a contract of $50,000 for six years for dockage purposes. That would be canceled by this transfer, which would take off $300,000 from the purchase price if this bill goes through. It would relieve the Government from the payment of $300,000 for dockage under the contract now existing.

Is there anything further which you desire to present, Mr. Cole?

Mr. COLE. I do not know. You have covered the details so accurately and fully that unless there are certain questions that some members of the committee desire to ask——

The CHAIRMAN (interposing). I should like to ask one or two questions. You have put this land down at the original cost of 25 cents per square foot. I understand from you that that is what the Commonwealth had to pay for the land that it purchased?

Mr. COLE. Yes, sir; 71 years ago.

The CHAIRMAN. Seventy or 71 years ago?

Mr. COLE. Yes, sir.

Mr. ESTOPINAL. The Commonwealth paid that price 71 years ago?

Mr. COLE. Yes, sir.

Mr. ESTOPINAL. It has enhanced?

Mr. COLE. Yes, sir; a great deal. This is very valuable water front. No one else could buy it, nor would we be justified in selling it. The State of Massachusetts would not stand for selling it to anybody but the Federal Government for a minute.

The CHAIRMAN. The only authority you have is to sell the dry dock to the Federal Government?

Mr. COLE. Yes, sir.

Mr. KELLEY. Is 25 cents the price for the high land?

The CHAIRMAN. Yes, sir.

Mr. KELLEY. You add to the 25 cents the interest on the 25 cents?

Mr. COLE. No, sir; we have not added the interest; just the actual improvements.

Mr. KELLEY. I thought you said something about interest for 70 years.

Mr. COLE. No, sir. I said that was the price we considered it worth.

Mr. KELLEY. You have not asked that price?

Mr. COLE. No, sir; just the price of 25 cents and have added the interest for the improvements which have been put on during the last 12 years.

Mr. KELLEY. You have included the improvements made?

Mr. COLE. Yes, sir.

Mr. KELLEY. Plus the interest on those improvements?

Mr. COLE. Yes, sir.

Mr. KELLEY. And divided that by the number of square feet to be conveyed to the Government and that gives the 70 cents which you speak of?

Mr. COLE. Yes, sir. Here is the cost of the improvements per square foor, and the original value, which is included, but no interest. These figures carry the cost from 24.1 cents to 48.5 cents. As a matter of fact, that railroad pier [indicating] which has been developed is carried at its actual cost.

The CHAIRMAN. At what rate did you count the interest?

Mr. COLE. Four per cent, just what the State has had to pay.

The CHAIRMAN. And for how long a time?

Mr. COLE. The longest time is not over 12 years, when they began.

Mr. MCNARY. The portion that the dry dock stands on at the present time was only begun about six years ago.

Mr. KELLEY. Was this land on which the dry dock is being constructed under water when you got it?

Mr. COLE. Yes, sir. That is a most remarkable location for a dry dock, we are told by the engineers—solid rock. The engineer here will tell you that it is an unusual situation.

Mr. MCNARY. That part there in red [indicating] was under water, and in addition to the parts in red under water everything from the line of the railroad track was under water at the time I was a boy. That has been quite thoroughly filled in by the Commonwealth of Massachusetts.

Mr. KELLEY. This charge that you are making now represents the cost of the filling?

Mr. MCNARY. The filling cost and the original cost of the flats. A part of this comes off. There is a reserve channel around here [indicating]. Under the law of Massachusetts a riparian owner owns to one hundred rods outside at high water. Then, he must develop it as the State says. He can not do anything unless he does. There are some owners along here [indicating]. Then an arrangement was made by which the State of Massachusetts took over everyting of that kind. A part of that land belonged to local owners. They paid 25 cents a foot. The Boston Wharf was given some land as a result of that; they were given quite a piece of land. In addition to the 25 cents they also agreed to construct the wharf to the extent of 30 feet and then 12 feet beyond that. The State also constructed this bridge [indicating] in conjunction with the City of Boston.

The CHAIRMAN. As I understand, all that enters into the cost of the land, for which a charge is made is the original price that the Commonwealth paid in the purchase plus the cost of improvements, such as filling, bulkheading, and so forth, and the interest on the

outlay for the improvements, and the furthest one was not more than twenty years ago?

Mr. COLE. That is very small.

The CHAIRMAN. A very small item, and the interest is charged at 4 per cent?

Mr. COLE. Yes, sir.

The CHAIRMAN. Was it simple interest or was it compound interest?

Mr. COLE. I can not tell you. That is carried in the Engineering Department. I think it is simple interest.

Mr. McNARY. I think it is simple interest, Mr. Chairman.

Mr. COLE. This figure is recognized as a very conservative value for the land and a very conservative way of handling it.

Mr. McNARY. We are not including the cost of the various street improvements.

Mr. KELLEY. Are there any improvements in this area figured in this cost?

Mr. McNARY. That includes everything the chairman has stated. Mr. Padgett stated that very accurately—the cost of the bulkheads, the cost of the filling, and then the cost of the interest to carry it.

Mr. ESTOPINAL. What are the bulkheads built of?

Mr. McNARY. Stone, and the rest filling and timber. On the reserve channel the distance was short, and instead of building piers carrying stone they built a timber platform. On the other side we put a stone bulkhead, as we have here [indicating], and then built the piers out. The Army will probably carry that along.

The CHAIRMAN. What is the state of preservation of the timber bulkheads?

Mr. COLE. I think that Commander Stanford can tell you better about that. They have been built only four or five years.

Commander STANFORD. They are constructed of wooden piling and wooden sheathing. They will be permanent below the low-water line, the teredo not being particularly destructive in these waters. They will probably decay at the rate which generally obtains in such construction.

The CHAIRMAN. What is their condition at the present time?

Commander STANFORD. Very good. They are not very substantial and they will not permit dredging to any great depth; they are to retain the fill.

Mr. ESTOPINAL. Not very big?

Commander STANFORD. No; not heavy retaining-wall construction. There is stone construction in the rear.

Mr. McNARY. In Boston we regard that a timber pier will last at least 50 years before it is affected by any of these destructive agents. The teredo does not operate in our waters, but it does along Long Island Sound. A bulkhead like that should be good under ordinary conditions for 30 years.

The CHAIRMAN. Is there anything further?

Mr. COLE. Not unless you want to ask some questions.

Mr. KELLEY. Just what is the proposition of the Commonwealth of Massachusetts as to the completion of the dock?

Mr. COLE. That we should carry out our contracts. If you want to have that work speeded up——

Mr. KELLEY (interposing). When does your contract require this dock to be completed?

Mr. COLE. The time has already passed.

Mr. KELLEY. What arrangements have you made with the contractors for an extension of time?

Mr. COLE. We will give an extension of time to the contractors under some arrangement with the Navy Department, if this bill goes through, under such arrangement and such agreement as you shall require.

Mr. KELLEY. Up to this time you have not given the contractor any agreement for an extension of time?

Mr. COLE. No, sir; we have not, because we have claims against him for delays, and he has certain claims against the Commonwealth of Massachusetts to be adjusted; and we think that shows the wisdom of not carrying the contracts through as they exist and not having us complete our contracts.

Mr. KELLEY. From what you know of the situation, what would be the time for the completion?

Mr. COLE. We have a definite proposal from the contractor most involved—we believe practically everything else can be made ready—that he would complete the dry dock, and do the necessary work to complete it, by January 1, if the necessary money was forthcoming to take care of the necessary work.

Mr. KELLEY. How do you arrive at that sum of three hundred and some odd thousands of dollars?

Mr. COLE. We had the prices, and we went over what was involved in the change in the cost of labor and materials, and it amounted to three hundred and forty-nine thousand and some odd dollars.

Mr. KELLEY. You don't mean that you are going to allow an extra sum for the increased cost of labor.

Mr. COLE. Except the increased cost of labor for overtime work. He means to put on three gangs if this goes through. Under the present conditions he does not care to be responsible for more than he would be under normal conditions.

Mr. KELLEY. This $350,000 has been worked out to cover the additional expense due to the additional work?

Mr. COLE. Yes, sir; absolutely.

Mr. KELLEY. Who worked that out?

Mr. COLE. Our engineer——

Mr. KELLEY. What is his name?

Mr. COLE. Mr. Hudson; and Admiral Stanford, who represented your people; they went over it carefully, and checking up the various costs. It also had to do with the stonecutters; they had stopped work; there is only one place you can get it, Cape Ann, and this has all been a mooted question since last June.

The CHAIRMAN. Speaking of speeding up, and the expenditure of $350,000 for the purpose of speeding up, that involves from now on, and it is not complicated with and does not involve anything as between the Commonwealth and the contractors for what has taken place or has not taken place heretofore?

Mr. COLE. It involves nothing between the Commonwealth and the contractors that has been brought to our attention, except the cost of labor and the stone, both of which have been mooted questions and because of which they have held this up since the middle of June.

Mr. KELLEY. And your agreement is to go ahead, and to make the arrangements for going on with the work?

Mr. COLE. Under conditions to be agreed to by us and the Navy Department. It is expressly understood that the Commonwealth shall not be involved in any expense, except the expense necessitated by the work. You will see that the bill provides for the expenditure of $350,000 for the completion of the work.

Commander STANFORD. I think it should be noted at this time that I have not been party to the details by which the $350,000 is determined. I have not been party to those details; I have not gone into the details or been consulted with reference to the quantity prices. I have made the general statement that in my opinion $350,000 is a very conservative estimate of the additional expense which the contractor has been subjected to on account of the present prices, as compared with the prewar unit prices on which his contract is based.

Mr. KELLEY. That makes it different. I understood it was a case of putting on three shifts instead of one. Your implication carries with it the idea that it is to cover labor and material on account of the war conditions.

Mr. FARR. For work already done.

Mr. COLE. I tried to make it clear, that it included the question at issue: that it had to with that cost of stone cutting: and that aside from that it does not involve the labor situation.

Mr. BAXTER. It involves it all.

Mr. COLE. We couldn't get them to go ahead and complete it. We already had a contract with him to complete his work by August 1, 1918. But this contract has gone in such a way that there isn't any question that the Commonwealth will have some issue with the contractor, which is entirely eliminated in this bill.

Mr. BAXTER. That we will have to settle ourselves. In other words, no part of this money will be used for paying the contractor's claims against the Commonwealth of Massachusetts. If any money is paid, it is paid for the purpose of having the Navy Department have this dock and having it quickly.

Mr. FARR. That is entirely in the discretion of the Navy Department?

Mr. BAXTER. Yes, sir; of Secretary Daniels. The State of Massachusetts does not get that.

Mr. FARR. But nothing for material?

Mr. BAXTER. Yes, sir; for material.

Mr. KELLEY. Let us get this straight. You have a contract with these people for the completion of the dock, and the time has already expired in which that should be completed. Now, as I understand, you are not going to relieve yourselves of any responsibility in the matter at all until the dock is completed, but that if the greatest speed in construction is to be had it will be necessary to put up about $350,000 in addition to what you have obligated yourself to pay?

Mr. COLE. Yes, sir; that is what we believe is necessary.

Mr. KELLEY. If we want an early job that is what you figure we will have to do?

Mr. COLE. Yes, sir.

Mr. KELLEY. Now, if we do not touch this, the contractor would finish it sometime at the contract price?

Mr. BAXTER. Yes, sir; exactly so.

Mr. KELLEY. And this extra $350,000 is to get extra speed and to help the contractor to take care of his expenditures that he had not figured on when he figured on the job?

Mr. COLE. Yes, sir.

Mr. BAXTER. That is exactly so. The contractors will have to get an additional sum of money. The main contractor will say that he is deprived of what he is to get, and they all had to be brought into this arrangement: that is what can be accomplished by the $350,000.

Mr. COLE. Take the stonecutters; they are cutting on the quartermaster's base and other work, and they are getting a much larger price than they are getting here, and the stonecutters quit; they did not see why they should work here at so much less than they could earn elsewhere.

Mr. BAXTER. In every part of Massachusetts—Quincy, and in every other place—the stonecutters have been getting greatly increased wages; here on this job they have not; men have been drifting away from this work, not because of an open strike, but it is just as effective a proposition; they have gone to work in other places, and in Vermont and in Maine.

Mr. KELLEY. Then it resolves itself to this, that if we want this completed in a short time we have to add $350,000 to that contract?

Mr. BAXTER. That is exactly the thing: that is the whole story; if you want to get this done, you will have to put the money in and distribute it to the men. The State of New York has already done that, and I believe you have some general legislation on that subject.

The CHAIRMAN. I wanted to get the statement in another phase. The payment of the $350,000 is a matter altogether between the Secretary of the Navy, representing the Government, and the contractors, and it is not a question between the Secretary of the Navy and the Commonwealth of Massachusetts?

Mr. COLE. In no possible way can it be.

The CHAIRMAN. You have nothing to do with the $350,000?

Mr. COLE. Nothing whatever.

Mr. KELLEY. Mr. Chairman, may I ask a question right there? In other words, you agree to deliver this dock completed at some time according to contract without additional cost?

Mr. COLE. Yes, sir; but not at any particular date.

The CHAIRMAN. Now, on this $350,000, the $350,000 is a gross estimate?

Mr. COLE. Yes, sir.

The CHAIRMAN. If the Secretary of the Navy can negotiate with the contractors to speed up at a less amount than the $350,000, he would be at liberty to do so?

Mr. COLE. Absolutely; we are not concerned in it at all.

The CHAIRMAN. So you don't get any part of the $350,000?

Mr. COLE. No, sir.

The CHAIRMAN. And no part of the $350,000 is to be paid to the contractors on account of any obligation now existing between the Commonwealth of Massachusetts and the contractors?

Mr. COLE. No part whatever.

The CHAIRMAN. So it is entirely a question between the Secretary of the Navy and the contractors?

Mr. COLE. Entirely.

Mr. FARR. But you do think $350,000 would be necessary?

Mr. COLE. That is our estimate, carefully considered, covering all the factors involved.

The CHAIRMAN. If the contractors, however, should see fit to enter into a contract with the Secretary of the Navy to speed up and complete the dock by the 1st of January, or such time as can be agreed upon, that is a matter solely between the Secretary of the Navy and the contractors as to the price they would accept?

Mr. COLE. Absolutely; the only thing we would be interested in is to see that the work under our contract is properly done, under our contract.

The CHAIRMAN. In other words, you carry out the contract according to the specifications, and if the Secretary of the Navy, out of this $350,000 which is estimated to be an amount sufficient for the purpose, should give the contractors to expedite the work and hurry it along any advance, whatever the contractor agreed to accept and the Secretary of the Navy agreed to pay, either more or less than the $350,000, would not interest the Commonwealth of Massachusetts, nor would they be interested in that $350,000?

Mr. COLE. Not in the least. And may I go further and say that the $350,000 represents the contractor's estimate of the cost, which he believes to be reasonable, and he would make his own contract with the Secretary of the Navy.

Mr. KELLEY. When was this contract entered into between the Commonwealth and the contractor?

Mr. COLE. In 1914.

Mr. KELLEY. That is before the European war broke out?

Mr. BAXTER. It was originally in 1913, and then it drifted along on a question of the right of the contractors to go ahead.

The CHAIRMAN. In June, 1914, the bids came in.

Mr. BAXTER. So the prices were very low.

Mr. KELLEY. I suppose the plan would be, Mr. Chairman, to have this commission permanently in control of the job until it was finished, and any agreement made would have to be made with the commission.

The CHAIRMAN. No, sir; the commission is acting for the Commonwealth of Massachusetts, and the commission will see that the dock is completed.

Mr. KELLEY. And then we will make a supplemental agreement with the contractor?

The CHAIRMAN. Then we make a contract directly with the contractor, in which he will agree to deliver it to us in consideration of a special payment.

Mr. KELLEY. I think the commission should have power to give him an extension of time.

Mr. COLE. I think we should do that, but you should have this in mind: That the consulting engineer, our engineer, has consulted with Commander Stanford about the matter.

Commander STANFORD. I am detailed for that purpose.

Mr. COLE. The commission can't do it, as the law provides as follows: "No contracts thus made shall involve the Commonwealth in the expenditure of any further sum of money for the completion of the said dry dock."

The CHAIRMAN. I will ask you to put a copy of that law in the hearing.

Mr. COLE. Very well.
(The law referred to is as follows:)

[GENERAL ACT].

[Chap. 270.]

AN ACT RELATIVE TO THE COMMONWEALTH DRY DOCK.

*Be it enacted, etc., as follows:*

SECTION 1. The commission on waterways and public lands is hereby authorized to sell to the United States or lease the dry dock in Boston harbor, and any and all rights and interests of the commonwealth in or under any contract in relation thereto. Any lease of the dry dock may contain a provision that the dock and any buildings or appurtenances used in connection therewith and located on the lands of the commonwealth shall not be taxed to the lessee under the provisions of section twelve of Part I of chapter four hundred and ninety of the acts of the year nineteen hundred and nine, or otherwise. No such sale or lease shall be valid until approved by the governor with the advice and consent of the council. No contracts thus made shall involve the commonwealth in the expenditure of any further sum of money for the completion of the said dry dock.

SEC. 2. This act shall take effect upon its passage. [*Approved May 31, 1918.*]

Commander STANFORD. Reference has been made to the completion of the contracts now executed under the guidance and direction of the Commonwealth. It should be also understood that the Commonwealth agrees to complete those portions of the work under contemplation and which have not been contracted for, but for which they have available funds. In other words, the Commonwealth will proceed with the completion of the contracts now executed and also those portions of the work which have not been started, but which have been in contemplation and which are necessary to make a complete dock, including such items as railroad track, and paving, and water pipes, and such accessories.

Mr. COLE. But it should be distinctly understood that that agreement does not carry any specifications, because you may desire to change it, but it does carry an agreement to expend on this not more than $588,388.65. It should be understood that we do not agree to build such improvements as you may decide to want, but we do agree to expend on that that amount of money.

The CHAIRMAN. Now, I understood from you and Commander Stanford, from the conversation we had the other day, that the $588,377.65, which you refer to there, is estimated to be sufficient to complete the dock according to the plans originally contemplated?

Mr. COLE. That is it exactly, but it is possible, and you will remember it was discussed at the time, it might be necessary to have some change made that would take more money; so that we agreed definitely that that money would be expended, by the approval of your engineer.

Commander STANFORD. From that amount of $588,000, it has been contemplated to use a portion for the construction of a building which will be necessary for the completion of the dock, and plans for that building have not yet been determined. It would be my idea that the Navy Department should determine upon the location they want for the building, the general dimensions and character of the building, and that information should be conveyed to the commission, in order that they may contract for the building which would best meet the needs of the Navy Department, as so expressed.

The CHAIRMAN. In that connection, I understand also that the original plan contemplated only a railroad track around the dock with one rail, and that you think it would be necessary to have constructed around the dry dock a complete railroad, with deep, secure foundations to carry very heavy weights?

Commander STANFORD. It has been found necessary and is customary in connection with all large naval docks to have a very large locomotive crane operate entirely around the dock. This crane is very heavy and requires a specially constructed track and a wide-gauge track. In New York the gauge is 18 feet; in Boston and Philadelphia the gauge is 20 feet; in the case of the Commonwealth Dock it is proposed that the gauge shall be 22 feet. The contract as now executed provides for only the inner rail of this track, and for that inner rail only along the side walls of the dock—not around the head of the dock. It will be desirable at once to arrange for substantial supports for a portion of the outer rail where that rail overlies certain culverts and certain masonry construction which would prevent at later date the driving of piling to support that outer rail. These concrete supports will be comparatively inexpensive, and the plans as first contemplated included these uprights and this construction, all of which, according to my understanding, can be arranged to be performed under the contract now executed with the original contractor. With that portion of the work constructed as a part of the original contract, the remaining parts of the track can be constructed at a later date as funds may be made available, for the reason that the supports will be carried on piling, and carrying a concrete prism, on which the rails will be actually supported.

So that the contract as executed by the Commonwealth would provide the outer rail for that portion of the east side of the dock under which the discharge culvert passes and alongside of the pump well. The remaining part of the track would be constructed at later date under funds which would be specifically appropriated by the Government for the purpose.

Mr. BAXTER. Allow me, right there. I think it should be cleared up in the minds of the gentlemen here what should be done. You have here Admiral Stanford and Chairman Cole, who will advise you, but I understand the $350,000 would not contemplate merely speeding up in wages, but finishing it and getting it in a usable condition, so that in the course of four or five months the Navy could get its vessels in there while the work was still going on.

Mr. PETERS. That is the same thing as speeding up the work.

Mr. BAXTER. Well, now vessels like the *Torpedo* could then come in there while the work was still going on; it could come in there because it would be in usable condition.

Mr. KELLEY. Not finished.

Mr. COLE. Yes. We might have some things to do three months from this time.

Mr. PETERS. What is the depth of the water over the dock?

The CHAIRMAN. Thirty-five feet at low water, and 45 feet at high water.

Mr. KELLEY. Now, you have a specific sum of money estimated as the total cost?

Mr. COLE. Yes, sir; $3,107,366.93.

Mr. KELLEY. Your outstanding contracts consume all of that?

Mr. COLE. Yes, sir; the work contracted for is $2,518,989.28, and the other work to be done consumes the $3,107,366.93.

Mr. KELLEY. Leaving a balance of how much?

Mr. COLE. $588,377.65.

Mr. KELLEY. And that money is available at once to contract with?

Mr. COLE. Yes, sir.

Mr. KELLEY. And the proposition is that we can make any changes in any way we see fit on such portions of the dock as are not yet contracted for, but you will be obligated only to the extent of $588,000?

Mr. COLE. The obligation is for the expenditure of the money, and if you wish to change it in any way where the Commonwealth is not involved in damages there would be no objection.

Mr. KELLEY. But such changes as Admiral Stanford mentioned would involve changes by the Government?

Mr. COLE. Yes, sir.

Mr. KELLEY. And not coming under your contract at all?

Mr. COLE. Not at all.

Mr. KELLEY. And this $588,000 would not be spent necessarily by the Government?

Mr. COLE. I would like to ask our attorney if it would not be a fair statement to say that if you decide to use that $588,000 you may use it, but if you do not use it you may reduce the purchase price by that much?

Mr. McNARY. I have provided for that, that if the United States decided to dispense with any of that, it could be dispensed with; if they decided to dispense with our services entirely and not spend that money they can reduce it by that much.

Mr. KELLEY. In other words, that your commission need not let any more contracts at all?

Mr. COLE. There are some things that would have to be looked after out of that, such as engineering fees, but that is all.

Mr. KELLEY. In that event the contract would be reduced by $588,000?

Mr. COLE. Except that out of that there would be engineering fees, and such things.

Commander STANFORD. But in that case there would be two owners on the one site.

Mr. COLE. I don't think it would work out that way, but that amount is the amount we agreed to spend in any way satisfactory to the Government and the Commonwealth.

Mr. KELLEY. And which amount is not included in any outstanding contract?

Mr. COLE. No, sir; but including the engineering.

The CHAIRMAN. And the commission agrees to spend that under plans that have been heretofore outlined?

Mr. KELLEY. All excepting the engineering?

Mr. COLE. Yes, sir.

The CHAIRMAN. That is provided for.

Now, if we have finished with that, I would like to ask Commander Stanford some questions on another phase.

Commander Stanford, you were formerly Chief of the Bureau of Yards and Docks?

Commander STANFORD. Yes, sir.

The CHAIRMAN. And you are now on duty at the Boston Navy Yard?

Commander STANFORD. On duty at the Boston Navy Yard, in the first naval district, and assigned to special duty at the South Boston dry dock.

The CHAIRMAN. You are familiar, then, with the conditions there?

Commander STANFORD. I am.

The CHAIRMAN. You also have been present at the various negotiations and consultations with reference to the sale of this dry dock by the Commonwealth of Massachusetts to the Government, as proposed herein?

Commander STANFORD. As between the Secretary and the commission?

The CHAIRMAN. Yes, sir.

Commander STANFORD. Yes, sir.

The CHAIRMAN. And this dock is about how far from the navy yard at Boston?

Commander STANFORD. A little over 1 mile.

The CHAIRMAN. In what direction?

Commander STANFORD. In a general southeast direction.

The CHAIRMAN. What is the water condition for transportation between the navy yard and the dry-dock site—what depth of water have you in there?

Commander STANFORD. The channel is approximately 35 feet deep at low tide.

The CHAIRMAN. And of sufficient width?

Commander STANFORD. Sufficient width; yes, sir. It is the main shipping channel to the port of Boston.

The CHAIRMAN. It is easily accessible, is it, from the navy yard?

Commander STANFORD. Very accessible, indeed. It has a direct connection.

The CHAIRMAN. Now, if the Government should purchase this dock, would it necessarily involve or necessitate the establishment of an additional navy yard at this dock, or would it simply mean some additional shops for assembling, and the main work could be done at the navy yard?

Commander STANFORD. It has been the idea of the Secretary of the Navy, when considering the acquisition of this property, that there would not be a navy yard established in connection with the new dock; that the yard facilities at the Boston Navy Yard could be relied upon for the heavy shopwork which would be required for heavy vessels which might use this dock. The parts or fittings or materials which are prepared at the yard and transported by lighter or other means from the yard to the dock and fitted into the vessel by means of limited equipment at the dock.

The CHAIRMAN. In other words, you would have what would be called an assembling shop?

Commander STANFORD. An assembling shop and assembling equipment.

Mr. PETERS. May I ask, Is there any chance for a railroad yard, or is the navy yard and the dock connected with the main transportation on land?

Commander STANFORD. In a roundabout way, there is a railroad.

Mr. PETERS. Between the navy yard and the dock?

Mr. McNary. Will you allow me to break in there to explain that we have a railroad connection there and show how it runs? In the use of the word "roundabout" I was afraid you might get the impression that we go clear around the city of Boston.

Commander Stanford. I don't mean roundabout in that sense, but not exactly a direct road.

Mr. Peters. What is the length of it?

Mr. McNary. From a mile to a mile and a half, out of the Boston Union Yards. I think I can show you clearly here.

Commander Stanford. Mr. McNary is an authority on that.

Mr. McNary. If you will take your map and follow the way I move my pencil, you will see where these tracks come into the Boston & Maine Yards, here [indicating on map]. These tracks run in there [indicating] fitting in here [indicating]. They also run in here [indicating]. You follow these tracks to the Charlestown tracks, and to the Union Yards, and they come in here [indicating] and then in here [indicating]. We have connected them up here by an act of the legislature, these railroad tracks with these here [indicating]. These can be carried in here, you will see by the system outlined on the big map here [indicating]. The tracks are already running in here [indicating]; in other words, we have that connection.

Mr. Farr. It is right around the water all the way?

Mr. McNary. Yes, sir. I didn't know but the Admiral's word "roundabout" might convey to you that you have to go this way and then back here and then in here [indicating].

Mr. Farr. The Government would have the right to use those tracks?

Mr. McNary. Oh, yes; everybody has it. The railroad connections are very short, from a mile to a mile and a half at the most.

The Chairman. I should say, looking at the map, if it is a mile and a quarter over there by water that it would be something like two and a half miles by land; just looking at the map.

Mr. McNary. Somewhere in that region. You can add another mile or a mile and a half for your connections. It is as easy as you can get railroad connections in any large city.

Mr. Kelley. I was going to ask the Commander if we had not included a dry dock for Boston in the last bill. I think so.

The Chairman. I was going to take up the question of the construction of the docks.

Now, Commander, in the Navy we have authorized and have in the course of construction a large dock at Philadelphia, at Norfolk and at Charleston, S. C., that are in course of construction, or authorized to be constructed. We have also a large dock in addition at—no, there is only one at Norfolk, isn't there?

Commander Stanford. No. 3 has been lengthened and is available for our superdreadnaughts now.

The Chairman. How many large docks will we have at Norfolk?

Commander Stanford. We will have two.

The Chairman. How large? One is a thousand-foot dock, and the other one is what?

Commander Stanford. It is my recollection that No. 3 has been lengthened to a length of 1,000 feet.

The Chairman. My recollection is that the dock that was lengthened at Norfolk was made 800 and some feet?

Commander STANFORD. I may be mistaken about that.

The CHAIRMAN. The dock at New York is what?

Commander STANFORD. Something over 600 feet long.

The CHAIRMAN. Not large enough to accommodate the large merchant ship we are actually using now?

Commander STANFORD. No, sir; its length was limited by the shore constructions at the head of the dock, which prevented it.

Mr. PETERS. Does the record show the length of this dock?

The CHAIRMAN. 1,250 feet; yes.

Commander STANFORD. 350 feet wide, 35 feet at low water, and 45 feet at high water.

The CHAIRMAN. Now, where will we have on the Atlantic coast large docks sufficient in size to accommodate the superdreadnaughts which we have authorized constructed, the construction of which has not yet begun, of 42,000 tons, and the large merchant ships?

Commander STANFORD. There are no docks, with the exception of the Commonwealth Dock, which are located north of New York which can receive vessels of the superdreadnaught class or the largest vessels of the merchant marine. The Commonwealth Dock is the only dock north of New York which can be relied upon for vessels of this class.

Mr. KELLEY. That is at Boston?

Commander STANFORD. That is the one we are speaking of now.

Mr. ESTOPINAL. Then the others can not be relied upon?

Commander STANFORD. Only at this dock.

Mr. ESTOPINAL. Then you should have said north of Philadelphia?

Commander STANFORD. North of Philadelphia.

Mr. FARR. Is there a dock at Philadelphia to take in the *Leviathan*, for instance?

Commander STANFORD. Under construction now, and also the superdreadnaughts.

The CHAIRMAN. The one at Boston and the one at New York and the one at Charleston are the only three that take in the large vessels?

Commander STANFORD. Yes; and the one in contemplation.

The CHAIRMAN. Now, can you tell us what was the contract price of the dock at Philadelphia, at Norfolk, and at Charleston?

Commander STANFORD. Those contracts are based on specific unit prices; that is, a certain sum per cubic yard for concrete and a certain sum per cubic yard for dredging, and I don't have the information as to the probable ultimate cost of either one of those docks.

The CHAIRMAN. The limit of the cost at Philadelphia and Norfolk docks was $3,500,000—isn't that correct?

Commander STANFORD. The Yearbook will give us that information.

The CHAIRMAN. And the one at Charleston, in the last bill, wasn't that $4,000,000?

Commander STANFORD. The Yearbook will give us that information also.

The CHAIRMAN. I was stating that preliminary to asking this question, What would it cost the Government now, under present conditions, for the Government to construct a dock of the dimensions and of the character of this dock at Boston?

Commander STANFORD. Assuming an equally favorable site being available?

The CHAIRMAN. I am speaking at this place. If the Government were to undertake to construct at the present time at Boston a dock of the dimensions and character and at the site where it is now being constructed, what would it cost the Government to construct it?

Commander STANFORD. I doubt very much if a similar dock could be constructed for $4,000,000.

Mr. BAXTER. We would reckon it higher under present prices.

The CHAIRMAN. Now, I will ask Mr. Cole to state, from the viewpoint of the commission, what would be the cost, or your estimate of the cost, at the present time to duplicate the dock at Boston?

Mr. COLE. Our engineer's statement to us recently was that it could not be done for less than $4,500,000.

The CHAIRMAN. $4,500,000?

Mr. COLE. Yes, sir.

The CHAIRMAN. Now, Commander, this land, the high land that we get there, please tell us the character of that land and an estimate of usefulness and value. Will we need land successfully to operate the dock?

Commander STANFORD. We will.

The CHAIRMAN. And we can get how much high land?

Commander STANFORD. A little less than 50 acres of filled-in, reclaimed land was included within the limits as now being considered by the committee.

The CHAIRMAN. This land that we are speaking of as high land or reclaimed land, how high is that above the water level?

Commander STANFORD. Its general elevation is approximately 116 feet.

Mr. KELLEY. Above what?

Commander STANFORD. Above datum, or approximately 16 feet above mean low water level. The elevation of 116 feet is the elevation of the coping of the dock.

The CHAIRMAN. The 116 feet is above what you call datum?

Commander STANFORD. A mean low-water level datum—a mean level datum, which is 100 feet below low water level.

The CHAIRMAN. In other words, down to solid water?

Commander STANFORD. No; it is customary in engineering questions to assume a datum which is lower than any probable elevation which the construction will meet, in order to avoid minor datum; and it is customary to assume 100 feet below mean low water level.

The CHAIRMAN. What I wanted to get at is, is that 100 feet below low water level, or how high is it above mean low water level?

Commander STANFORD. Sixteen feet.

The CHAIRMAN. You have a tide there of between 9 and 10 feet?

Commander STANFORD. Yes, sir.

The CHAIRMAN. So that you would be about 16 feet above high tide?

Commander STANFORD. Not the highest tide, but above ordinary high tide.

The CHAIRMAN. Of course, there are extra tides that roll in. Is that land of such stable formation and character that it is useful and suitable for the construction of shops and such instrumentalities as would be required for the proper operation of this dock?

Commander STANFORD. It is suitable for all heavy concentrated loads which must be rigidly and positively supported; such loads would have to be carried on a piling foundation.

The CHAIRMAN. That is common in most lands?

Commander STANFORD. That is generally the condition; yes, sir.

The CHAIRMAN. Now, then, that has in round numbers 50 or 51 acres of wet land, as I understand it is covered with water 5 or 6 or 7 or 8 feet, 9 feet, maybe, some of it?

Commander STANFORD. Yes, sir.

The CHAIRMAN. Is that valuable land there for reaching the channel? The deep water channel?

Commander STANFORD. I consider that it is extremely valuable inasmuch as it borders on the harbor.

The CHAIRMAN. And goes to the pier headline?

Commander STANFORD. Not the pier headline as established by the Army engineers.

The CHAIRMAN. Is it capable of running piers out to it?

Commander STANFORD. The piers may be constructed on this wet area, which would provide berthing space or capacity for possibly ten or a dozen good-sized battleships; piers which would be substantially supported on underlying formations and which would only necessitate reasonable dredging between the piers to provide proper operating depth for those vessels.

The CHAIRMAN. Now, in order to get that a little bit more clear. This area E, take that [indicating on map].

Commander STANFORD. E, G, and J.

The CHAIRMAN. Area E, G, and J. How many piers could be constructed running at right angles to the pier headline?

Commander STANFORD. Assuming a width of 80 feet for the piers and a width of 300 feet between the piers, it would be possible to construct approximately four piers.

The CHAIRMAN. Now, you could put four piers at right angles to the pier line?

Commander STANFORD. To the pier headline; yes, sir.

The CHAIRMAN. And then could you put a pier of something like 1,000 feet parallel with the boundary line of area B?

Commander STANFORD. Yes; with the principal sea-wall or key-wall construction.

The CHAIRMAN. Now, then, in the water section, or area C, at the entrance to the dock, could there be a pier placed on the general south side of the entrance to the dock?

Commander STANFORD. Yes, sir; and a pier in that location is a part of the work required under the principal contract for the construction of the dock.

The CHAIRMAN. In other words, this dock contract calls for the construction of a pier——

Commander STANFORD (interposing). A pier on each side of the entrance.

The CHAIRMAN. On each side of the entrance to this dry dock?

Commander STANFORD. Yes, sir.

The CHAIRMAN. What about on the south side of the small red projection, covering the water area, between that and the boundary line [indicating]?

Commander STANFORD. That projection that you speak of is the pier which is now under contract.

The CHAIRMAN. That is a pier?

Commander STANFORD. Yes, sir.

The CHAIRMAN. Then you could have berthing space north and south of that pier?

Commander STANFORD. Yes, sir.

The CHAIRMAN. Is berthing space needed for the naval vessels now at the Boston yards?

Commander STANFORD. Yes, sir; in my opinion it is one of the most urgent needs of the Navy.

The CHAIRMAN. Where we berth our vessels now, do they extend out beyond the piers; not the pier headline, but beyond the piers, and subject to be run into?

Commander STANFORD. They not only run beyond the pier headline, but beyond the piers, and this projection to some extent jeopardizes the safety of the rear end of the ship; the rudder and the propeller are exposed to possible injury from collision.

The CHAIRMAN. Would that be possible if the piers were constructed in that wide area which I have just indicated?

Commander STANFORD. Yes; provided the work performed on the ships does not require that they be actually berthed at the navy yard.

The CHAIRMAN. I say, in this area [indicating]?

Commander STANFORD. Yes; they would be actually protected from injury by passing craft.

Mr. CONNELLY. There are some questions I want to ask. I have been unavoidably absent. Has it gone into the record, and has Commander Stanford told us why the present arrangement is not satisfactory? Has that gone into the record?

The CHAIRMAN. I have shown fully in the record the reasons for it, and the cost, and so forth.

Mr. CONNELLY. As I understand it, the dock is being built by a private concern.

The CHAIRMAN. By the Commonwealth of Massachusetts.

Mr. CONNELLY. Not by the Government?

The CHAIRMAN. No.

Mr. CONNELLY. What I want to go into, and what the House is interested in knowing, is why this arrangement should be made.

The CHAIRMAN. We are going over that fully with the Secretary to-morrow. We are going over with these gentlemen the conditions.

Mr. CONNELLY. There is one more question. I think there should be some definite limit to this piece of ground to be described.

The CHAIRMAN. That is all described fully.

Mr. CONNELLY. In detail?

The CHAIRMAN. Yes; the ground proposed to be purchased and all that is here fully.

Mr. CONNELLY. Is this dock at the present time being enlarged or completed?

The CHAIRMAN. It is being completed, and we have pictures here showing the present state of the construction.

Mr. CONNELLY. There has never been any part of it used?

The CHAIRMAN. No; it is being just now constructed by the Commonwealth.

Mr. CONNELLY. I think it would be very wise, from my viewpoint, to defer this until after the war, and get a line on ourselves.

The CHAIRMAN. The very reason we are proposing to take it over is to expedite it, and get it ready for use by the 1st of January.

I want to ask Commander Stanford one other question: You are familiar with the present status of the construction of the dock there?

Commander STANFORD. Yes, sir.

The CHAIRMAN. The proposal was to complete it and get it to a state to be used by the 1st of January?

Commander STANFORD. Yes, sir.

The CHAIRMAN. Would that be possible, to get it to a usable state by the 1st of January, or approximately that date?

Commander STANFORD. The progress upon the dock proper, I think, can unquestionably be advanced at such rate as would permit of the dock being usable at that date, except for one condition: The caisson for the dock is being constructed under another contract. It is planned that the caisson shall actually be erected on the floor of the dock. I have recently been in conference with the contractor for the caisson and have been informed that his work is dragging, due to the fact that he had a low priority. The necessity for that work has been represented and request made for higher priority, which would insure earlier action upon the construction of the caisson.

The time has now passed along so that even with high priority I question if the construction of the caisson would be sufficiently advanced by the 1st of December to permit of flooding the dock. The actual use of the dock will depend not only upon its being flooded but upon the removal of the cofferdam and certain dredging about the entrance. Assuming that at least one month will be required for the removal of the cofferdam and the dredging, we would have to flood it by the 1st of December, which I think is impossible, on account of the construction of the caisson, and I question whether it can be now used much before February.

Reference has been made that the dock is approximately 70 per cent completed. Considering that the dock has been under construction for three years, and three years required for 70 per cent completion, you might estimate a proportionate time to complete the dock.

The CHAIRMAN. That would depend on how fast the fellow worked on the 70 per cent.

Commander STANFORD. Not only that, but it was so distributed that you could attack it at many places. You could employ men in placing the masonry work; and you could have men employed on the concrete and on the keel blocks and on the fittings; and other men on the back fill; and other men at the entrance constructing the piers, so that the condition of the work is now such that it could be advanced at a rate much faster than a year or 18 months ago; so that the work can be completed very expeditiously.

Reference has been made, also, to a width of 150 feet; the width is at the bottom of the converging sides, 120 feet and 6 inches; that is made for the purpose of docking a vessel 115 feet wide; so that the entrance or width applies to the width of the vessel to be docked.

Mr. KELLEY. Admiral, if we were going to construct a dock at Boston would we put it on this location?

Commander STANFORD. I think if you were to search the coast from one end to the other you could not find a location better than this one.

Mr. KELLEY. Wouldn't we put it in the navy yard?

Commander STANFORD. Perhaps, yes, sir.

Mr. KELLEY. Putting it here we will save some money in construction; how much will we lose in putting in the ships here, and not having it in the navy yard?

Commander STANFORD. Assuming that the principal work will be done at the yard, your expenditures will not be very great. Assuming again that you would put it in the yard, you would increase the congestion which now prevails in the yard; the yard is not big enough at this moment for the work that is being conducted in it, and if you should make a big hole there for the construction of the dock you would reduce the yard by that much. You would increase the demand also upon the ships getting in and out, which would result from the increased congestion and the difficulty of moving the ships.

Mr. KELLEY. So that it is an advantage altogether to locate it a mile or so up here?

Commander STANFORD. It is my opinion that it is preferable to locate it as shown on that chart instead of in the navy yard.

Mr. WILSON. If you were selecting a location not in the navy yard to get a place to build it, where would you build it?

Commander STANFORD. I would certainly select this site, if it was obtainable; it is the finest site that I know of for such a dock.

Mr. WILSON. Assuming it was not there, you would select this location?

Commander STANFORD. I would, indeed, for this reason, that it is very unusual to find a foundation or ground conditions for such constructions that are located favorably with reference to deep-water channels; with reference to the fortification protection; with reference to the material and labor market; with reference to the dry-land transportation systems. I know of no location which will compare in any way whatsoever with this location as possessing all of these advantages.

Mr. WILSON. Have you no ground there in connection with the navy yard at Boston so that you can expand? I know of the congestion there; but can't you expand it and still be connected with the navy yard?

Commander STANFORD. It is difficult to expand a deep-water front. And it is rather unfortunate, due to the fact that the passage of the channel, passing along the water front is narrow, which, considering that we are providing for vessels 900 feet and longer, makes a practical condition for the using of piers located alongside of a narrow channel.

Mr. CONNELLY. How about the depth of the water in front of this dock?

Commander STANFORD. The deep channel has a reliable depth of 35 feet at low tide. It is characteristic of the Boston Harbor that very little dredging is required to maintain depths. In other words, when you once provide a depth it will maintain itself naturally without any considerable expense for dredging. Of course, around the navy yard there is some sedimentation, due to the fact of the confluence of these streams there—the Mystic and the Chelsea—and the waste that is discharged into these rivers.

Mr. WILSON. It is rather an exceptional place, then?

Commander STANFORD. It is; at the Commonwealth Dock is where I think there isn't much fear of sedimentation.

Mr. KELLEY. This Commonwealth Dock includes dredging to the South Dock?

Commander STANFORD. Yes, sir.

Mr. COLE. May I tell Mr. Wilson that the entire dock is on solid rock foundation?

Commander STANFORD. It is entirely on solid rock formation. I can speak feelingly of that, because I had to do with the dock at Pearl Harbor.

The CHAIRMAN. Where you encountered coral formation.

Mr. COLE. I thought possibly in connection with the development of the navy yard the gentlemen here might like to be informed that in the attempt to lengthen these piers, there has finally been secured permission of the Commonwealth and release for the lengthening of these piers, not permanently, but for the duration of the war, because the channel is as narrow as it ought to be, because both the Federal and State Governments have gone up the Chelsea and Mystic Rivers with traffic, and on these rivers goes more traffic than on any other river in the world. In fact, the oil industry of that section goes up the Chelsea River. And it is practically impossible to make this development at the Charlestown Navy Yard.

Mr. MCNARY. I was on the board, and I can explain the reason for our determining to construct this dock. There was no dry dock on the Atlantic coast that would accommodate the ships then coming across the water. The estimate was that there would be some 35 ships coming that could not be accommodated on the Atlantic coast. New York had considered the project, and had not taken it up, and the Navy Department had not done so, and so we thought it desirable that somewhere on the coast should be built a dock of sufficient size to accommodate any ship—a dock capable of accommodating any ship. So the Commonwealth of Massachusetts took on this job, to build this dock.

Mr. CONNELLY. There is no other dock like this on the coast?

Mr. COLE. This is the largest dock in the world. The nearest approach to it is the one at Liverpool, 1,100 feet long; and your Navy docks are not as large; they run from 1,000 to 1,100 feet long.

Mr. CONNELLY. But with these other large docks being constructed it would very largely reduce the work that would be necessary in that large dock?

Mr. COLE. In one sense; but, on the other hand, this dock is more nearly completed, and will be completed soon after this action is taken.

The CHAIRMAN. And then the question of reaching them is very important.

Mr. COLE. Yes; this can be reached from Halifax, and from New York, and from all around.

The CHAIRMAN. We are certainly much obliged to you gentlemen for coming here and appearing before us.

Mr. COLE. Is there anything further the commission can do for the committee?

The CHAIRMAN. I think not at the present time.

(And thereupon the committee adjourned to meet at 10.30 a. m. Tuesday, September 24, 1918.)

**COMMITTEE ON NAVAL AFFAIRS,**
**Tuesday, September 24, 1918.**

The committee this day met, Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENT OF HON. JOSEPHUS DANIELS, SECRETARY OF THE NAVY, ACCOMPANIED BY COMMANDER H. R. STANFORD, UNITED STATES NAVY.

The CHAIRMAN. Gentlemen, I have invited the Secretary of the Navy to meet with us this morning for the further consideration of H. R. 12982, "to authorize the Secretary of the Navy to purchase from the Commonwealth of Massachusetts a large dry dock and appurtenant lands."

As you remember, yesterday we had Commander Stanford, former Chief of the Bureau of Yards and Docks, and the three members of the Waterways Commission of the Commonwealth of Massachusetts, and the assistant attorney general of the Commonwealth of Massachusetts. Then we considered the details of the proposed purchase, the character of the dock and the character of the land, and costs and prices, and so forth, and went very fully into all the details of the matter. We wanted to hear the Secretary this morning as to the policy of purchasing it, the necessity for it, and the uses, and also all other suggestions that he might see fit to make to the committee relative thereto.

Mr. Secretary, we would be glad to have you state to the committee such matter as you deem important.

Secretary DANIELS. Mr. Chairman and gentlemen, when we have completed the dry docks at Philadelphia and Norfolk, which you authorized and which are now in process of construction, we will then be able to dock our largest ships at those two naval stations. But to-day we have no dry dock large enough to accommodate ships of the largest draft, and when these are completed we will have no dry dock north of Philadelphia in the Navy to take in those ships.

The CHAIRMAN. Have you anywhere, in the Navy or otherwise?

Secretary DANIELS. The dry dock on the canal would do it.

The CHAIRMAN. I mean on the Atlantic?

Secretary DANIELS. No; not on the Atlantic. The dry dock at Panama would take it in on a close shave.

The CHAIRMAN. That is on the Pacific coast.

Secretary DANIELS. When we took over the *Leviathan* we hadn't any dry dock that would take it in; we had to send it on the other side, and we had the bottom scraped by divers, and it went to Liverpool.

Mr. PETERS. Would you give the projected size of the dry docks at Philadelphia and Norfolk?

Commander STANFORD. They are approximately the same size as the Panama Canal docks.

Mr. HICKS. Then may I ask if the docks at Philadelphia and Norfolk and Boston will also be large enough for these large ships?

Secretary DANIELS. Yes, sir. The Norfolk dock is 1,001 feet and 6 inches and the Philadelphia dock is the same; the one at Pearl Harbor is 1,090 feet. These docks will take the *Leviathan*. There

is a 41-foot draft at Panama, 31 feet at Philadelphia, 31 feet at Pearl Harbor, and 35 feet at Boston.

The CHAIRMAN. There is also one being constructed at Hunter's Point, at San Francisco.

Secretary DANIELS. The one at Hunter's Point is being constructed as the one at Boston by the Commonwealth of Massachusetts. You will recall that in each instance, upon the recommendation of the committee, Congress authorized the Navy Department to guarantee a rental of $50,000 a year.

The CHAIRMAN. For six years.

Secretary DANIELS. My recollection is one was for five years and one for six years; at any rate, for five or six years, and we made the contract to guarantee it, so that we could use the docks.

The dry dock being built in Boston by the Commonwealth of Massachusetts would give the only dry dock north of Philadelphia that would take vessels of the largest draft and beam. Now, that dry dock was contracted for some years ago, and the price was very much lower than we could build a dry dock now. It has a rock foundation and will be quite as good a dock as there is in the world.

The Commonwealth of Massachusetts had a certain amount of money—I think they had obtained it by a bond issue, or bonds and appropriations together—which is exhausted, and they suggested that they could not finish it in time for use during this war, and suggested that if the Navy Department and the Shipping Board needed it they would either let us furnish the money to expedite the completion of it or sell it, so that we would have it in this exigency.

The Shipping Board first thought they would advance this money to expedite the completion of it, but they found, under the laws, that no appropriation they had was available for that purpose. And then we had a conference with the Commission on Waterways and Public Lands of the Commonwealth of Massachusetts as to whether the Navy would advance this money to hasten the completion of the dock, and it seemed to me that we would always need for naval purposes and for marine purposes a dry dock of this character north of Philadelphia, and that as this dry dock had been built in a way that would make it ideal for our purposes it would be much wiser for the Navy to own the dock, with enough land adjacent to build the necessary shops, than to advance money for its early completion. If it should be completed by the Commonwealth of Massachusetts, of course it would be under the control of the Commonwealth, which has no ships, no naval functions, and no marine functions, and we would be dependent then upon what the Commonwealth of Massachusetts did as to maintaining it and as to maintaining the necessary shops for quick docking of ships and repairs; and, as a matter of fact, it was a national function, a naval function, rather than a State function. They told us that they have no way by which they can expedite the construction of the dock so as to put it in operation at any early date.

The CHAIRMAN. We put in the record yesterday a copy of the act of the legislature which authorized them to lease the dock to anyone, or to sell it to the Federal Government, but prohibits them from expending any additional moneys other than the original contract price, so that they are prohibited by this act from spending any money to expedite the construction of the dock.

Mr. CONNELLY. They could pass another law, couldn't they, and get it?

The CHAIRMAN. Yes; if the legislature was in session and was inclined to do so.

Mr. HICKS. When could we complete it if we took it over?

Secretary DANIELS. Early in the year, I think.

The CHAIRMAN. Commander Stanford said yesterday in February.

Secretary DANIELS. I have learned never to make a definite statement as to time.

Commander STANFORD. The word "finished" should mean so that it will be usable, and not absolutely completed; and the delay in making the dock usable was not measured by the time needed to complete the dock proper, but rather the time required to complete the caisson. I was told this morning that it is probable that an order will be given for a priority that the caisson may be completed by the greatest speed desirable.

Mr. CONNELLY. How many boats have we in the Navy and merchant vessels of the United States that our docks at Philadelphia and Norfolk would not take?

Secretary DANIELS. We have none in the Navy that the Philadelphia dock would not take.

Mr. CONNELLY. Have we any authorized?

Secretary DANIELS. No; the docks are being built at Philadelphia and Norfolk that would take the largest ships we are constructing; and also at Hunter's Point.

Mr. MCARTHUR. The docks are as large as any vessel being built?

Secretary DANIELS. Yes, sir.

Mr. CONNELLY. Is there any vessel that comes to the navy yard or that comes to this coast that we can not dock?

Commander STANFORD. We can dock any vessel that will come to this coast when we have completed the docks at Philadelphia and Norfolk.

Secretary DANIELS. But we have none north of Philadelphia, and when you need a dry dock, especially in time of war, you need it immediately. And the merchant marine is coming out rapidly now, and we are not going to have anything like enough docks for docking ships in the Navy and merchant marine. The Shipping Board has a large appropriation and they can't build permanent dry docks fast enough and they are going to build a number of floating dry docks to take care of the large number of ships. Of course we now have large ships standing by waiting for the docking, and we ought by all means to have a docking of this kind. In all New England, where many of our ships go, we have no dock like that, and New York has no dock like this, and we have none in the Navy.

Mr. CONNELLY. New York could not be enlarged? That would appear to be the proper place for a dock of this kind.

Commander STANFORD. It can't be enlarged because of the large power plant they have there at what would be really the heart of the dock. To extend it inland would mean to move the power plant and extend it inland, which would cost more than the dock.

Secretary DANIELS. At the navy yard the land is so restricted and we are so congested that we had to tear down the barracks that we had for storage purposes in building new shops.

Mr. HICKS. Most of these ships that are being built by the Shipping Board are coming under the control of the Navy. What arrangements are being made for ships in the marine service and not in the Navy for the use of those docks?

Secretary DANIELS. They are building these floating docks. There are three in the Philadelphia Navy Yard.

Commander STANFORD. There are three they are building in there, and they are building others also.

Secretary DANIELS. We are going to give them space in the navy yard to build, which will be used by the Navy and them alike. Of course, it will belong to the Government. We took it up with the Shipping Board and they said, "You should build it in the yard if you have any place." Our facilities are all utilized to the full now, but when the war is over we have facilities that can be used by the merchant marine as well as the Navy.

Mr. HICKS. Then there is an understanding there, so that there will be no friction between the Navy and the Shipping Board?

Secretary DANIELS. We have an agreement to that effect, and whatever time they occupy our docks they will pay us.

Mr. ESTOPINAL. You have a contract with the Commonwealth of Massachusetts now?

Secretary DANIELS. Yes, sir; we pay them $50,000 a year.

Mr. ESTOPINAL. And the necessity for that was seen at the time?

Secretary DANIELS. In fact, all the time that this dock was being constructed it was under the plans that the naval and civil engineers have been working in cooperation with the Commonwealth of Massachusetts, and the plans are all along the lines that civilian engineers and naval engineers have agreed upon. It is an ideal dock.

Mr. HICKS. I suppose you have, in fact, water coming up to this dock without dredging?

Secretary DANIELS. Yes, sir. What is the depth, Commander Stanford?

Commander STANFORD. Thirty-five feet at low tide.

Secretary DANIELS. That would be about 44 feet at high tide?

Commander STANFORD. About 45 feet; yes, sir.

If this bill should become enacted it would be unnecessary to appropriate the $300,000 which have been agreed upon for the rental of the dock; that would apply in the nature of a credit. The real need for a dock of such large dimensions rests in the fact that we are constructing a number of superdreadnaughts. We already have quite a number, I presume 15 or 20. These vessels have to go into dock every six months to have their bottoms cleaned; in order to make the necessary speed such repairs are necessary. It has happened that these superdreadnaughts have been injured and gone into dock and remained for months. While it is required that these vessels go in for repairs the dock is not available for routine docking which is necessary to maintain vessels in proper condition. In other words, it would be like trying to win a race with a horse that is not properly fed and not properly shod; you can't do it; and these vessels can't properly perform their functions unless they are kept in proper repair.

Mr. ESTOPINAL. Unless they are properly curried?

Commander STANFORD. Unless they are properly curried.

The CHAIRMAN. Mr. Secretary, from the thought and investigation that you have given this matter is it your opinion that the acquirement of this dock by the Government would be of advantage to the Navy and the United States, and that its ownership and operation by the United States would be more advantageous and expeditious than its operation or attempted operation by the Commonwealth of Massachusetts?

Secretary DANIELS. I strongly have that opinion, Mr. Chairman, and I have thought about it, and have had conferences about it, and that is the opinion of all in the department with whom I have conferred. The Bureau of Operations, and of Construction and Repairs, and of Yards and Docks, and all the officers feel that it is of the highest importance and think the Navy ought to have a dock of this character on the coast north of Philadelphia, and not be dependent upon a Commonwealth which has no naval functions.

Mr. PETERS. Mr. Secretary, I take it this dock can be acquired at a lower figure than a dock could be built at the present time?

Secretary DANIELS. Very much lower. We find everything that we acquire costs much more than formerly; yes, sir.

Mr. HENSLEY. Would you contemplate building a new dock there if you were not——

Secretary DANIELS (interposing). The only reason I thought of that, I thought we needed it there, and that we should help the Commonwealth in order to guarantee it, and we did guarantee it $50,000 a year.

Mr. PETERS. Along that line it is a matter of naval importance?

Secretary DANIELS. Yes, sir.

Mr. MCARTHUR. That land there is sufficiently large for your purposes?

Secretary DANIELS. Yes, sir.

The CHAIRMAN. Yesterday we went into that and the record shows that fully; and we have a plat showing it.

Secretary DANIELS. We not only get the land for the dock, but we get what we need for a number of piers. How many, Commander Stanford?

Commander STANFORD. If we use the matter fully, we can have four large piers—enough to accommodate 10 or 12 large ships.

The CHAIRMAN. You can get room for seven altogether, four large ones——

Commander STANFORD (interposing). Four long ones and three shorter ones.

The CHAIRMAN. You can get four built to the pier headline?

Commander STANFORD. Four built normally to it.

The CHAIRMAN. Four built normally to it, and then one obliquely to it, and then one at each side of the entrance to the dock?

Commander STANFORD. Yes, sir.

Mr. CONNELLY. Will this land be sufficient for some time?

Secretary DANIELS. The navy yard is a mile off, and all the large repairs, all the bigger parts, all the extended repairs we could do in the navy yard, and for smaller work we would have a small shop.

Mr. CONNELLY. Is this all the land the Commonwealth has in this vicinity?

The CHAIRMAN. No; the plat shows a good deal.

Secretary DANIELS. They have sold land adjacent to it to the Army.

Mr. CONNELLY. The Government already has it?

Secretary DANIELS. Yes; there is a map here that shows it.

The CHAIRMAN. The map shows it all, and they still reserve some land.

Mr. CONNELLY. The Commonwealth does?

The CHAIRMAN. Yes, sir.

Mr. CONNELLY. They will be in next year to sell it if they reserve it now and sell this; and it will become very valuable.

The CHAIRMAN. Here is what is called the wet land [indicating on the map].

Mr. CONNELLY. It can be dredged out?

The CHAIRMAN. Yes; the Government paid for this land and we come down to here [indicating] and they opened up this street and paved it through to there [indicating] 80 feet wide. And then they opened up a street with this line extended here [indicating], you see that short line extended to the water there, and about 25 feet on this, and about 100-foot street there [indicating]. And we get this red land here, this is high land. This wet land we get here, and here and out in here [indicating] and we didn't pay anything for it; they transferred us that land and we didn't pay anything for it.

Mr. CONNELLY. If I was you I would take the second look at it.

Secretary DANIELS. The first proposition was that we should pay for the wet land as the Army had.

The CHAIRMAN. The Army paid for this here, and here is the pier headline here [indicating], and this is covered with water from 5 to 8 or 9 feet along through in there [indicating].

Mr. HENSLEY. You get the title to 50 acres?

The CHAIRMAN. We get the title to 99 or 100 acres; about 49 or 50 acres is this high land, and 50 or 51 acres is wet land. Here is where we are going to make the piers [indicating] and come this way, and then you get a pier here and one there [indicating].

Commander STANFORD. Really, this is more valuable to the Navy wet than it would be dry, because the cost of constructing piers there now is less than if it was dry land.

Mr. CONNELLY. Mr. Secretary, I feel and I am sure every member of the committee feels as I do, that whatever the department says it needs it will get, so far as our vote is concerned, but this is the disposition that I have noticed, that every fellow who has anything to sell considers this a wonderfully fine time to unload on the Government.

Secretary DANIELS. That is very true.

Mr. CONNELLY. And I think you will agree with me that we have bought a good deal of land for which we have paid handsome prices. All I am interested in, and the rest of the committee is interested in, and, of course, you are interested in the same way, is to see that nothing is unloaded on the Government.

Secretary DANIELS. That is all true, and it is very proper. When they first made the proposition they wanted us to pay the same for the water as for the dry land. I told them that I couldn't recommend that: that it was of great advantage to the city of Boston to have the Navy come in there, and that the Commonwealth of Massachusetts ought not to think of putting in land of that character and have us pay for land there as we would pay for it in our country. The land

they are selling us they are selling at the same price as they paid for the land.

Mr. PETERS. The same price they paid 70 years ago?

Secretary DANIELS. Yes, sir.

Commander STANFORD. As a result of the Secretary's negotiations they are willing to sell this for a half million dollars less than the Commonwealth has actually expended on the property.

Secretary DANIELS. More than a half million dollars less. You see we are buying from the Commonwealth; there is no private party in this at all. It is a question whether we shall take this and expedite the work on it and have it for the war, and have it for all time; not to spend any money not needed on it, but spend enough money to complete it.

Mr. HICKS. Mr. Secretary, you think these figures are reasonable, do you not, and you think it is absolutely essential for the Navy to have this dock?

Secretary DANIELS. Yes, sir; I do.

Mr. HICKS. Those two things you are perfectly satisfied of?

Secretary DANIELS. Yes, sir. And I have had a number of conferences with the officers of the Navy, and they are all agreed on those matters.

The CHAIRMAN. The Secretary is very anxious to have this matter expedited, and we had the matter up yesterday and went over it fully, and while the hearing has not yet been published, in view of the talk now going on about a recess, I would like to have the authority to report this bill favorably at once.

Mr. HICKS. I move that the chairman be authorized to report the bill.

(The motion was put and unanimously agreed to.)

The CHAIRMAN. And I am going to ask that I be authorized to use all parliamentary means to bring the bill to a vote before a recess.

Mr. HICKS. I make that a part of my motion.

Mr. HENSLEY. If a special rule is required, or anything of that sort.

The CHAIRMAN. Anything that is necessary I would like to be authorized to do.

(The motion was put and unanimously agreed to.)

(And thereupon the committee adjourned.)

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[No. 51.]

COMMITTEE ON NAVAL AFFAIRS,
HOUSE OF REPRESENTATIVES,
Tuesday, October 22, 1918.

The committee met at 10.30 a. m., Hon. Lemuel P. Padgett (chairman) presiding.

## STATEMENTS OF HON. JOSEPHUS DANIELS, SECRETARY OF THE NAVY; REAR ADMIRAL L. C. PALMER, CHIEF BUREAU OF NAVIGATION; REAR ADMIRAL E. W. EBERLE, SUPERINTENDENT NAVAL ACADEMY; CAPT. H. LANING, BUREAU OF NAVIGATION; AND CAPT. CHARLES W. CROSSE, COMMANDANT NAVAL STATION, NORFOLK, VA.

The CHAIRMAN. Gentlemen of the committee, I have called the committee meeting this morning for a hearing with the Secretary of the Navy and the officers who accompany him with reference to two estimates he has submitted, one with reference to the purchase of additional lands for the Naval Training Station, Naval Operating Base, at Hampton Roads, Va., and the other one is to authorize the Secretary of the Navy to acquire additional lands for the Naval Academy, Annapolis, Md., and for other purposes. In the first bill which I introduced yesterday, and which is H. R. 13111, there is a typographical error: The amount carried in the bill should be $450,000 instead of $75,000. The other bill carries $75,000, and that is the correct amount. In copying the bill from the memorandum we got by error the amount of $75,000 into the other bill. I will introduce a new bill, just the same as this, except that I will make the amount $450,000 instead of $75,000.

Mr. Secretary, we will take up first H. R. 13111, with reference to the purchase of additional lands for the Naval Training Station, Naval Operating Base, Hampton Roads, Va., and I will ask you to state fully and in detail to the committee the necessity for acquiring this land, the use to which it is to be applied, and the general scope of the purpose. Just make a full statement to the committee of the reasons for requiring this additional land.

Secretary DANIELS. Mr. Chairman, as you know, since the war began the personnel of the Navy has increased from something like 56,000 to more than 520,000. We have been called upon by the Shipping Board to man all of the new ships they are building or chartering and putting into commission, and we have found it absolutely necessary, in order to train these men, to have larger training stations. We desire very much that in this expansion to build in places where the investment will be permanent and not temporary. Of course, in a number of places we have expanded along temporary lines, but at Newport, R. I., Hampton Roads, Va., and at Chicago,

which are and will continue to be the chief naval training stations of the Navy on the Atlantic coast, we have purchased lands adjacent to the stations, so that when we invest the money it is invested, not only for the war, but for the future. Now, at the Great Lakes Training Station we have purchased land in the amount of $886,000. This land was adjacent to the property we had. Of course, we could have gone somewhere else and purchased land cheaper, but in the long run it would have cost us more money. We have expended many millions of dollars, given us by the Appropriations Committee as a deficit, to put up adequate buildings for training purposes on those lands. Now, of course, the Great Lakes Station is purely and simply and always will be primarily a training station. That is our largest training station, and it is by all odds the biggest training station in the world. It has been declared by officers of the allied navies who have been over here to be the outstanding big thing that impressed them upon their visit to America.

I hope that this committee can visit that station and see the wonderful expansion and the great work that is being done there. At Hampton Roads we not only have a training station on the present property, but it is our naval base where we will supply the fleet which will come there more than anywhere else on the Atlantic coast. I spent Saturday at that point and went over all of this land that we propose to buy adjacent to the station. We have practically built on every foot of land we have that is available (leaving breathing room, proper exercise room, and drill grounds) at Hampton Roads. The Surgeon General feels that we can not build any more there safely for the health of the men. I went over the place carefully, because I thought that probably we could build more buildings on this land; but I am clear, and so are Admiral Coffman, Capt. Cross, and Admiral Palmer, that to increase at Hampton Roads and make a great training station there we must have more land adjacent to it. There are 450 acres of land adjacent to this station on the water front between Bushs Creek, which is our boundary on the eastern side, and the other line, but we propose to go from Bushs Creek to Masons Creek, which would give us 524 acres with water front.

The CHAIRMAN. The statement sent down here indicated 462 acres.

Capt. CROSS. I think the Secretary can explain the difference between the 462 acres and 524 acres. That was added after the Secretary went down there.

Secretary DANIELS. We found that we ought to go all the way to Masons Creek, and take in some highlands back of it which would be very desirable. We would then control everything from Masons Creek to Hampton Roads. We can now train 12,000 men there, and on this site we will be able to build at once for 14,000 men.

Mr. OLIVER. Fourteen thousand additional?

Secretary DANIELS. Yes; 14,000 additional. We then would still have room for further expansion room, for playgrounds, and for some open space. I feel that it is important to buy this land now rather than wait. We have already begun to erect buildings on it. We have authority in a deficiency act for additional buildings for training stations, and we are building on this land, just as we did in Chicago before we bought the land. If we had not done that at Chicago, we would have had the boys in tents during the winter

instead of in houses. We had to go forward, and we are now in advance building houses for 14,000 men on this land. We have arranged to rent the land upon which buildings are being erected. Some time ago I went to Hampton Roads and had a conference with the landowners. They wanted $1,000 per acre for the land, but I told them that we would not condider that price. It was too much. Then, they afterwards said that for about $800 per acre——

Capt. CROSS (interposing). Some at $800 per acre and some less, or a flat price of $130,000 for a certain tract.

Secretary DANIELS. There were various prices.

Mr. KELLEY. Are there any buildings on the land?

Secretary DANIELS. Yes; there are four buildings. I still regarded the price offered as too much, and do not recommend that sum for the purchase. I thought it better to condemn it, as we did the other land, so that we could look into the matter thoroughly and buy it for the lowest price we could. There are no houses on the land except the four, and, therefore, we are not embarrassed as we were at the original Hampton Roads site, where we had so many houses on the land which they could show had cost a certain amount of money.

The CHAIRMAN. What is the type or character of these houses?

Secretary DANIELS. They are residence houses for farmers. Farmers live in them. They were not very expensive. I should say that you could build one of them for $2,500. They are the ordinary farmhouses.

Mr. OLIVER. Would it not be well to set out the number of acres they are demanding $800 per acre for and the acreage included in the $130,000 flat price?

Secretary DANIELS. There are various owners of this property, and we have set out here a statement showing what the various owners offered to sell for and what they wish, but I feel this way, that in buying this land it should be bought exactly as you bought the Chicago land—that is, appropriate so much money to buy land adjacent to the station between Boush's Creek and Mason's Creek. Of course, the metes and bounds are set out. If you say so many acres and appropriate $450,000, the danger is that the local boards will take that as the price for the number of acres specified, but if the act says the Secretary of the Navy is authorized to condemn all the land between Boush's Creek and Mason's Creek, then I think we would get much more land for the same money. In ordinary times, I understand very well, the committee sets out the metes and bounds exactly.

The CHAIRMAN. The provision in the bill reads, "That the Secretary of the Navy is hereby authorized, in his discretion, to acquire additional lands needed for an addition to the naval operating base, Hampton Roads, Va., situated in Tanners Creek magisterial district, in the County of Norfolk, in the State of Virginia, containing 462 acres, more or less."

Secretary DANIELS. I would like to suggest that you make it read 524 acres, more or less.

Mr. KELLEY. Mr. Secretary, your suggestion is that you be authorized to purchase so much of the land between those two creeks as you desire?

Secretary DANIELS. Yes; as will be needed.

The CHAIRMAN. This provides for the purchase of so many acres, more or less.

Mr. OLIVER. The words "more or less" have a legal significance which does not permit of very great variation. It occurs to me that the Secretary's suggestion is a good one—that is, to permit him to buy all of the land between certain points consisting of so much land, more or less.

The CHAIRMAN. The language is, "That the Secretary of the Navy is hereby authorized, in his discretion." As you will note, there is discretion given. The provision reads, "That the Secretary of the Navy is hereby authorized, in his discretion, to acquire additional lands needed for an addition to the Naval Operating Base, Hampton Roads, Va., containing 524 acres, more or less," or you could say, "or such portions thereof as may be required."

Mr. OLIVER. Described as between those points.

Secretary DANIELS. Yes; between Boush's Creek and Mason's Creek.

Mr. OLIVER. That would make those points the controlling boundary factors.

Secretary DANIELS. I think that language would state it definitely enough. There are some reasons that impel us to this. Of course, we have had to spend, both for the Army and Navy, much money on temporary bases. We could rent some land at some other places for a very much smaller amount of money, but when the station is built up much money would have to be put on roads, sewerage, water, hospitals, and every other necessity. We would have to spend $3,000,000 more money on roads and improvements and buildings before we got through with it. If that money is already spent on the land before it is commandeered, then the local people might give some consideration in fixing the price to buildings, etc., erected by the Navy on the rented land. I think the sooner we buy it the better it will be. In the long run it is an essential thing for the expanding naval station at Hampton Roads.

Mr. WILSON. You say that you have rented this land?

Secretary DANIELS. We have an agreement to rent it.

Mr. WILSON. This identical land?

Secretary DANIELS. Yes; this identical land.

Mr. WILSON. For what?

Secretary DANIELS. Three per cent on valuations around $800 per acre.

Mr. WILSON. For what purpose has this land been used?

Secretary DANIELS. A part of it is farmed and a part of it is not used at all.

Mr. WILSON. How far is it from Norfolk?

Secretary DANIELS. Nine miles.

Mr. WILSON. Why do those people ask that much for farm land, or what do they base the price upon?

Secretary DANIELS. Upon this: That the city of Norfolk is growing toward this point rapidly. Then, on one side of our station the Army has built large warehouses and are building some large costly piers. Over toward Norfolk the city of Norfolk has bought land and is building municipal docks. Building is going on down that way. A land company which owns part of this land had platted it out for residences on the water front.

The CHAIRMAN. How much water front do you get in this tract of land?

Capt. CROSSE. I do not know the exact amount.

The CHAIRMAN. Give us a general estimate of it.

Capt. CROSSE. About 1 mile.

Mr. KELLEY. Is it deep water or shallow water?

Secretary DANIELS. It is shallow water. All of our deep water is out on Hampton Roads, and this is on the other side, toward Norfolk.

This map [indicating] shows our station at present. Here [indicating] is Buushs Creek, and here [indicating] is Masons Creek. This [indicating] is Willoughby Point. Right across there [indicating] is the Hotel Chamberlain. We have built one pier out here [indicating], and ships drawing 40 feet can come to that pier. There is a trolley railroad across here known as the Ocean View Trolley Line.

Mr. KELLEY. This land is not any nearer Norfolk than the training station, is it?

Secretary DANIELS. It is about the same distance.

Capt. CROSSE. The city of Norfolk is already building a trolley line out in this direction, and when that trolley line is finished, this will be 2 miles closer to Norfolk.

Secretary DANIELS. The Virginian Railroad comes into our property, and a street car line comes in here [indicating]. That will give us very good transportation facilities.

The CHAIRMAN. Mr. Secretary, how much money is it contemplated will be necessary to expend upon lands for the enlargement and development of the naval training station, either at that point or some other point, or how much expenditure is necessitated at this point or some other point because of the war conditions?

Secretary DANIELS. I think Admiral Benson's opinion is that we ought to expend there next year $5,000,000, not counting the training station, for a submarine base and torpedo base.

The CHAIRMAN. I am talking now about the development of the training station. You have to have additional training station accommodations to take care of the enlarged personnel. Now, how much is it estimated that you will have to spend in the development and building up of training station accommodations at this place or some other place?

Secretary DANIELS. Not less than $4,000,000.

The CHAIRMAN. Now then, it is your idea that having to spend at least $4,000,000, we ought to spend it upon our own land, instead of upon other land that we would have to turn back, and still have this property at the end of the war?

Secretary DANIELS. It should be at this permanent station rather than somewhere else.

The CHAIRMAN. Now, then, if you place this enlarged training station upon this land, can you operate it under one organization?

Secretary DANIELS. Yes; and that is a very great advantage. You would have one commandant and one organization. In other words, you would have around 25,000 men under one management.

The CHAIRMAN. If you put it at a different place, you would have to divide your personnel and provide two separate organizations. You would require two organizations to run the training station?

Secretary DANIELS. Yes; and there would be the additional overhead expenses otherwise. Moreover, when I was at Hampton Roads the other day I went over the embarkation camp of the Army at Newport News, as well as their piers and warehouses adjacent to the training station. They are expending millions of dollars. It is the biggest development I have seen during the war. Practically all of the horses that are sent to Europe are taken to that station, and a very large proportion of the trucks, tanks, and other material goes from there. Then men who are coming back from Europe ill are taken into hospitals and looked after temporarily and then sent back to hospitals in the interior. The development is on a very large scale, and in order to get the proper facilities the Army, the Navy, and other governmental agencies have spent a large sum of money both at Norfolk and Newport News for water facilities, for power facilities, and for transportation. Now, we can connect up our station with that water system at Norfolk. We could get the benefit of many facilities without buying them at the Hampton Roads base. After the war is over, of course it will be a naval base rather than an Army base for permanent use, and I think we ought to look forward to Hampton Roads as the biggest naval base of the world—certainly as the biggest base for our Navy. It has the natural advantages, and if we do not buy this land now, of course it will be sold off more and more in the form of lots, and one of these days we will be confined and cramped in the area we now have. We must expand, and practically we are building there now on a rental basis.

The CHAIRMAN. As I understand it, it is not a question of having to expand in the indefinite future, but you have to expand right now, and it is a question of whether you will put your expansion improvements upon our own land or upon temporarily rented land?

Secretary DANIELS. Yes; that is the situation.

Mr. WILSON. If the expansion in the personnel of the Navy up to 500,000 is a temporary expansion, why not make the expansion as to stations and other arrangements also temporary?

Secretary DANIELS. You say that our expansion of the Navy is temporary. These merchant ships, in my judgment, will not be temporary. Of course, after the war, the policy that the Government will pursue in regard to them will be one for Congress to determine, but certainly during the war and for the period until peace is promulgated, or until all of the preliminaries have been disposed of, which will take time, these merchant ships will be operated by the Government. That being true, we will have to train these men, and if we have the place we can continue to train them. The increase of the Navy which you authorized in the last bill of 131,000 men is going to make the Navy nearly three times as large as the one we had before the war.

Mr. KELLEY. The fact that the Shipping Board is turning new ships over to you, Mr. Secretary, I suppose is some indication, is it not, of the policy of the administration as to who shall operate those merchant ships even in peace times?

Secretary DANIELS. I think it is absolute evidence that they think we can train the men better than anybody else.

Mr. KELLEY. Is there any reason why the Navy should operate the ships in peace times?

Secretary DANIELS. Well, you remember four years ago I advocated a policy of utilizing certain naval ships in time of peace for fast mail and for freight purposes to South America and after the war is concluded I think everything we have afloat that is capable of it should be used in commerce.

The CHAIRMAN. Well, Mr. Secretary, with reference to the permanent expansion of facilities and the temporary expansion of facilities as suggested by Mr. Wilson, as I understand you, Chicago, Newport, R. I., and Hampton Roads are to be the three large training stations and bases on this part of the continent?

Secretary DANIELS. Yes.

The CHAIRMAN. Now, I understood you to say that in addition to these we already have a number of temporary training staions scattered from the New England coast to the Gulf?

Secretary DANIELS. Yes; from Texas to Maine.

The CHAIRMAN. Now, after the war, a reduction in facilities would take place at those places, but it is not contemplated that there would be a reduction in these three places that I have just named?

Secretary DANIELS. I don't think we will live to see the day when we will not need all those three stations of the size we are building them now, and we will gradually eliminate the temporary stations.

Mr. KELLEY. Will this expansion at Hampton Roads furnish all the extra men we will need in the immediate future?

Secretary DANIELS. No.

Mr. KELLEY. What other plans have you in mind for the manning of the ships?

Secretary DANIELS. Well, we are building a large addition at Newport, R. I., and a large addition at Great Lakes.

Mr. OLIVER. Is that on Government owned property?

Secretary DANIELS. Yes; on both those. And we are building a large place in New York, and wherever else we find it is convenient. Those places are largely temporary.

Mr. KELLEY. According to your present plans, how many men are you training?

Secretary DANIELS. For the naval and merchant ships we ought to have 700,000 men in the next eight months.

Admiral PALMER. They have asked us for 200,000 men and 20,000 officers, most of whom will come from the enlisted men.

Mr. OLIVER. Can you tell what number will be used on the merchant ships?

Admiral PALMER. Yes; 202,000 of those will be on the merchant ships. Their estimate is to the end of the calendar year.

Mr. OLIVER. How long does it take you to train a man?

Admiral PALMER. We try to keep them five months in the training stations.

Secretary DANIELS. We aim to keep them longer, but usually can not.

Mr. OLIVER. What facilities have you now?

Admiral PALMER. We will be able to do it with these stations completed.

Mr. KELLEY. About how long do you provide for the training of these men for the merchant ships?

Admiral PALMER. About five months.

Mr. KELLEY. Are you receiving the ships from the Shipping Board, not only those that are being built, but those that are taken over, as fast as you are able to supply the men? Is that the policy of your department and the Shipping Board?

Admiral PALMER. We have been able to supply the men as fast as the ships have been turned over to us.

Mr. KELLEY. The Emergency Fleet Corporation operates some ships?

Admiral PALMER. Yes.

Mr. KELLEY. How many, Admiral?

Admiral PALMER. I don't know how many; but they are on coastwise work.

Secretary DANIELS. We don't man those; what we man is on the bare ship basis for the high-seas work.

Mr. KELLEY. Then the policy is to have the Emergency Fleet Corporation operate ships only in the coastwise service?

Secretary DANIELS. I don't know exactly what their policy is, but we have furnished the officers and crew for the bare ships that operate on the high seas. The ships that go to the West Indies and the small trade, they have kept with merchant crews. We take the ships over on the bare-ship basis; we officer them and man them.

Mr. KELLEY. So all the new construction comes to the Navy?

Secretary DANIELS. No, not all; but all that engage in high-seas work, we man them.

Mr. OLIVER. For overseas work?

Secretary DANIELS. Yes.

The CHAIRMAN. And in addition to that you have taken over a large number of ships that were interned?

Secretary DANIELS. We have taken over all of them.

Mr. KELLEY. All the trans-Atlantic liners you have taken over are officered and manned by you?

Secretary DANIELS. Yes.

Mr. KELLEY. What I am getting at is, how many have you from the Emergency Fleet Corporation?

The CHAIRMAN. That is the coastwise trade.

Admiral PALMER. Everything that goes to the war-zone service we man. They turn them over to the Army and the Army turns them over to the Navy.

Mr. KELLEY. Then what percentage of the total shipping now operated by the Government is operated by the Navy?

Secretary DANIELS. I can't answer that.

Mr. KELLEY. You can give it approximately, can't you?

Secretary DANIELS. Our policy is to man and officer all the ships that they request us to man.

Mr. KELLEY. That who request you to?

Secretary DANIELS. The Army or the Shipping Board. The Shipping Board turns over to the Army the ships to carry the soldiers and supplies, and they turn them over to us.

Mr. KELLEY. I understand that the policy has been to have the shipping Board operate them? That policy has been superseded?

Secretary DANIELS. We man them when they request it. We have no policy that we will man them or control them, but we agree to man them when they request it.

Mr. KELLEY. You man the ships and officer them, but the Shipping Corporation operates them?

Secretary DANIELS. You might say this: The Shipping Board gets a new ship; it is turned over to the Army, and we man that ship and officer it, to carry soldiers and supplies. Is that right, Admiral?

Admiral PALMER. That is right.

Mr. KELLEY. The Army operates them?

Admiral PALMER. No; a certain number go to the stations that need them; they are operated from the naval station, from New York, say. But anything that goes to the Army, or that isn't sent specially to us to man, the Shipping Corporation operates. We man practically everything that goes into the war zone.

Mr. KELLEY. Unless the Shipping Board operates it they don't do anything about it?

Admiral PALMER. No.

Mr. KELLEY. They don't route it, or do anything about it?

Secretary DANIELS. No; we route all the ships.

Mr. KELLEY. It must be that a very large percentage of the ships operated by the Government are operated by the Navy?

Admiral PALMER. I think so.

Secretary DANIELS. And practically all the new ones.

Mr. KELLEY. So that if it became the policy to turn them all over it would be possible to do it?

Secretary DANIELS. Yes.

Mr. KELLEY. Which would be a consummation devoutly to be wished.

Secretary DANIELS. As Secretary of the Navy, I say yes. But as to the policy after the war, that has not been determined, and the administration has taken no steps to settle that policy.

Mr. OLIVER. This is a war policy?

Secretary DANIELS. This is a war policy. And we route them and man them and convoy them. Now, after the war is over that all comes up.

Mr. KELLEY. Nothing has been settled about that?

Secretary DANIELS. No.

Mr. LITTLEPAGE. And it is your arrangement to take care of that when the time comes?

Secretary DANIELS. My main purpose in making Newport, R. I., and Hampton Roads training stations is their peculiar fitness, and to be able to train all the men needed. But in order to help out this war, for the war either we must build additional facilities or the Shipping Board must build them, and for a long time there was a discussion as to what we should do. Our attitude about the matter always was, "The Navy will do anything you wish us to do. We don't say we request it or wish to do it." On the contrary, we said "We have a very big job, but we can do it; we have had the experience and can train men along with our Navy men." After some discussion Mr. Hurley requested us to train the men and man the ships, and said that he would need 200,000 men between now and the first of January of next year.

Mr. OLIVER. Mr. Secretary, about a year ago Admiral Palmer, through you, wrote letters to the Shipping Board seeking information as to the number of ships it was desired that the Navy man in the near future and pointing out the necessity for knowing the number,

so that the Navy could be ready with the personnel when called on. As I understand, this is nothing more than an announcement by the Shipping Board, following the oft-repeated request of Admiral Palmer.

Secretary DANIELS. This is preparing to meet what the Shipping Board thinks will be needed.

Mr. WILSON. What has become of the policy of the Shipping Board in training men all over the country?

Admiral PALMER. I think they are carrying that on to a small extent.

Mr. WILSON. How are they being utilized?

Admiral PALMER. I think they are confining themselves to that limited training.

Mr. WILSON. You know they had quite a system all over the country.

Admiral PALMER. Yes.

Mr. OLIVER. I think in that connection members of the committee who went abroad were impressed with the fact that the Army in turning over ships to the Navy ought to turn over the loading and unloading of those ships to the Navy. I think, Mr. Secretary, you could largely expedite the work, and I simply call your attention to it in order that you may discuss it with the Secretary of War. We found abroad as well as here that so long as there is a divided responsibility in that connection it could not be as expeditiously handled. Unquestionably, if the Navy has to operate and man these ships, they could perhaps better provide an organization for loading and unloading them.

Secretary DANIELS. That is perhaps true, Mr. Oliver; but the Army already had regiments of stevedores in France, and had already undertaken that before we did this. Our attitude toward the Army and Shipping Board, in regard to this matter, has been, "Whatever you want the Navy to do we can do it, and arrange to do it." We do not seek to add to our responsibilities.

Mr. OLIVER. What I said was not by way of criticism, but a suggestion, that if you find it can be more expeditiously handled by the Navy, you should confer with the Secretary of War on the subject. I feel that the Navy and Army want to do it in the most expeditious way; and I think all who have seen anything of it are agreed that by leaving it to the Navy alone it might be more expeditiously handled.

Mr. WILSON. Considering the whole record, and the way it has been handled, I don't see how it could be better handled. We had before us an example that might make us think it was very poorly handled; but I think that was an exception rather than a rule. I mean in the matter of turning around the ships over there.

Mr. KELLEY. Mr. Secretary, in making requests of Congress for authority for the purchase of land and expansions of these various parts of the Navy, there doesn't seem to be any evidence anywhere on the part of the administration that there is an intention to reduce the size of the Navy at any time?

Secretary DANIELS. No; not the size of the Navy authorized by Congress. On the contrary, my estimates sent in when you see them will indicate that we intend to continue its large expansion.

Mr. KELLEY. Then you are going right ahead with the Navy, regardless of what may or may not be determined at the conclusion of the war?

Secretary DANIELS. Absolutely.

Mr. KELLEY. And that is the policy——

The CHAIRMAN (interposing). For a limited period, you mean?

Secretary DANIELS. In my estimates I am recommending, with the President's approval, another three-year program which will be presented to the committee and Congress in December.

Mr. KELLEY. And so far as the policy of the Government is concerned, there is no intention, so far as you know, of either stopping the construction or reducing in any way the naval power of the United States?

Secretary DANIELS. No; there is not. Of course, in the President's 14 points one of them is disarmament and a league of nations. Now, none of us can foresee what a league of nations and disarmament may require of our Government. We are ready to go forward, and as Secretary of the Navy I am proposing a plan for another three-year program and all the facilities and accessories.

Mr. KELLEY. Your understanding, then, is, as official head of one department of the Government, that such arrangements as may be made about doing away with armor is a matter for the future entirely, and is not connected in any way with the stopping of the war?

Secretary DANIELS. It is not a matter in which the Navy would have any voice, as a Navy.

Mr. KELLEY. No, of course not; but as the head of the Navy you would naturally know what the general policy of the Government would be, in making your recommendations for the future.

Secretary DANIELS. I stated that in my recommendations for a three-year program, I did it after conferring with the President.

Mr. KELLEY. Then, the theory of the Government must be that the first thing is peace, after victory, we will say, but the question of a league of nations or disarmament is a matter for future adjustment or arrangement between the nations of the world and is not a part in any way of the peace negotiations, so that one may not be determined until the other is settled, and not be mixed up with the terms of peace, which might be more or less immediate.

Secretary DANIELS. As Secretary of the Navy my business is to recommend to Congress what I think is the best program of naval construction, and having suggested three years ago a three-year program, I am recommending a continuance of the three-year program as the policy of our Government. Now, I trust and believe—indeed, I think it would be the calamity of calamities, and that the greatest fruit of this war would be lost—unless we should have a league of nations which should look toward the enforcement of the decrees of a court of arbitration.

The CHAIRMAN. Somebody has got to enforce them.

Secretary DANIELS. With sufficient force to make any nation that did not voluntarily and willingly comply, obey them. In other words, it will be necessary to have an international policeman.

Mr. KELLEY. In other words, the point I am making is that it is not connected with the terms of peace, to be disposed of now in case——

The CHAIRMAN (interposing). It may be connected with it, but not at present, to delay our naval program.

Secretary DANIELS. No In other words, as Secretary of the Navy I haven't anything to say as to what shall be done. I can't look into the future.

Mr. KELLEY. No; but you are a part of the Government and close to the head of the Government.

Secretary DANIELS. I know the policies as to the future as you know them, as laid down by the President in his 14 points, which, so far as the Executive is concerned, will be pressed to adoption. Now, I don't know what is in the minds of the other nations, and I don't assume to say what will be the policy of other nations.

Mr. KELLEY. Or of the world?

Secretary DANIELS. Or of the world; but as a Naval Affairs Committee we are concerned with our building program now.

Mr. KELLEY. In harmony with the will of the Commander in Chief.

Secretary DANIELS. In harmony with the Commander in Chief, and in harmony, when we have peace, with a force to carry out the decrees of the League of Nations we expect.

Mr. KELLEY. My understanding that a league of peace might do away with our enforcement; it is the strength of the enforcing body, which might do away with our Navy altogether.

Secretary DANIELS. Not at all. I should say if you had a force to carry out the enforcement of the decrees of a court of arbitration that force would be made up in respect to the nations involved as to their tonnage, their shore line, their commerce, and we as the richest Nation would always have to contribute a large share to this police force of the seas of the world.

Mr. KELLEY. And your judgment is that our contribution would be of such size and volume that there would be no immediate concern about reducing the Navy of the United States or shutting off any construction?

Secretary DANIELS. I am recommending an increase in construction.

Mr. OLIVER. So long as we are now at war and it has not been determined what will be the policy in reference to disarmament, you don't feel it wise to stop the expansion of our Navy?

Secretary DANIELS. I do not.

Mr. KELLEY. At the same time, Mr. Secretary, if it involved any fundamental change, what would be the wisdom of embarking on the new three-year policy that you speak of?

Secretary DANIELS. Well, I think this: That under any conditions that we shall need to strengthen our Navy in big ships, and that for the last year, while our Navy has expanded and strengthened materially, we have had to put other construction aside for the time being and concentrate upon the construction of small craft to fight submarines, and that it will be necessary for us to have a large number of battle cruisers and dreadnaughts to furnish our part——

Mr. KELLEY (interposing). In the international police force?

Secretary DANIELS. In the international police force. None of us can say what will be the terms of the peace conference. Any man that would write down to-day what he thought the league of peace would do could not do it wisely, because it will have to be the joint product of the nations that wish peace. I have been always in favor of an international agreement to reduce armament, but our duty now is to strengthen our Navy in large ships.

The CHAIRMAN. We have not yet got the league of nations?

Secretary DANIELS. Not yet.

The CHAIRMAN. And not yet an agreement to reduce armament?

Secretary DANIELS. No.

The CHAIRMAN. The war is not ended yet?

Secretary DANIELS. No.

The CHAIRMAN. And we don't know to a mathematical certainty what the terms of that war are to be, do we?

Secretary DANIELS. We do not.

The CHAIRMAN. On those conditions it is probably safe to proceed with our policy of building up our Navy.

Secretary DANIELS. And it is our duty.

Mr. KELLEY. You understand, Mr. Secretary, my questions did not indicate that I differed with you.

Secretary DANIELS. No; I understand, Gov. Kelley, I have never written a report that I have not advocated reduction of armament throughout the world. The very first report I wrote after I became Secretary of the Navy I advocated that policy. I was in sympathy with the committee and Congress when they put in this large program, and directed that it might be changed if we could secure an international agreement which would make it safe and necessary; I am now as strong an advocate of that policy as any man in the world. But we are now at a place where it is our duty to make ourselves strong so we can to furnish our part of the police force after the League of Nations is established.

Mr. KELLEY. And then you will have the equipment to operate merchant ships, such as the Nation has never known.

Secretary DANIELS. For a time we will have to do that.

Mr. KELLEY. The Government will perhaps always have to do that.

Secretary DANIELS. If you wish my opinion, I think it should always do it. But that is a matter for you gentlemen to determine.

The CHAIRMAN. Now, Mr. Secretary, coming back to the question we have directly before us, after the discussion on policies and judgements, the fact is that you are having a very great enlargement of the personnel and a demand for a still greater enlargement of the Navy?

Secretary DANIELS. From 56,000 to 700,000.

The CHAIRMAN. And in order to meet that you need additional facilities?

Secretary DANIELS. So much so that we have asked in the deficiency bill for additional money.

The CHAIRMAN. And you are proceeding and will have to continue to proceed to do this either upon our own land or upon rented land?

Secretary DANIELS. Yes.

The CHAIRMAN. That is the whole question in a nutshell.

Secretary DANIELS. Yes.

Mr. LITTLEPAGE. And you regard this as a national necessity?

Secretary DANIELS. I do, indeed. And another thing about this land is the fact, of course, that the water facilities, and the street car facilities and the light facilities and railroad facilities are being improved, and Norfolk is becoming a city and is being rebuilt. This land, of course, will appreciate in value all the time.

Mr. KELLEY. Do the same people own this land, Mr. Secretary, that owned the Jamestown site?

Secretary DANIELS. No.

Mr. KELLEY. Who owns this land?

Capt. CROSSE. Two corporations, the Boush Creek Development Co. and the Westchester Incorporated Land Co.

Mr. KELLEY. How long have they owned the land?

Capt. CROSSE. I think about 8 years; I am not certain.

Mr. KELLEY. They didn't organize a company and pick this up for the purpose of selling it to the Government at an advanced price?

Capt. CROSSE. No, sir; they have owned it for some time; they bought it when they saw the development that way, with the idea that it would some time be more valuable.

Mr. KELLEY. Have you settled for all of the Jamestown purchases?

Secretary DANIELS. Yes; that is all settled up.

Mr. KELLEY. What was the purchase price that was settled for?

Secretary DANIELS. $1,443,000.

Mr. KELLEY. That is $43,000 more than they offered it to us for in the first place.

Secretary DANIELS. No; we never had an offer for it at all.

Mr. KELLEY. It is claimed that they offered it for $1,400,000, and you had to pay more for it in the condemnation.

Secretary DANIELS. No; the land company offered their part of it on the basis of $1,400,000.

Mr. KELLEY. There was no guaranty from anybody that it could be had for that?

Secretary DANIELS. No; because there were so many small lots that you couldn't obtain the guaranty.

Mr. KELLEY. It seemed to me there was a group of citizens of Norfolk that agreed to make all the arrangements and turn that land over to the Government for $1,400,000.

Secretary DANIELS. No; they would use their good offices to that end.

Mr. LITTLEPAGE. They wanted more when we went down there.

Secretary DANIELS. There was much small property in between the larger tracts, they secured the consent of some of the small landowners to come in on the same price; but there were a number of small owners and widows and orphans, and some unknown owners that we couldn't get the site without condemnation proceedings.

Mr. OLIVER. It would be impossible for individuals to make a contract that would be binding upon those that did not consent thereto.

Secretary DANIELS. Certainly.

Mr. OLIVER. And many of those small holdings were lands held by estates.

Secretary DANIELS. Yes.

Mr. KELLEY. Didn't those holders of large lands make a proposition that they would——

Mr. OLIVER (interposing). No; to refresh Mr. Kelley's recollection, he will recall that he and other members of the committee were very insistent that we pass the bill that we did, because it was thought that it provided the best way to get immediate possession of all the land, and an assurance of the fair market value. While offers had been made, those offers were not made in such way as to guarantee the purchase of all the property at the prices named, but only certain portions of it.

Mr. KELLEY. My recollection is that the committee thought the price asked, $1,400,000, was excessive, and by authorizing the President to take it we would get a fairer price; and now it develops that we paid $43,000 more.

The CHAIRMAN. You will recollect that I stated in the House that the price fixed in the bill, $1,200,000, was not any assurance that it was the price we could get it for; that the owners had the right to go o court and have their day in court.

Mr. WILSON. Did it actually get into court?

Secretary DANIELS. No.

Mr. KELLEY. Mr. Chairman, I accept the Secretary's statement as being a statement of the fact, of course; but my recollection is that we had a bona fide offer of $1,400,000.

Secretary DANIELS. No; this committee said they thought it could be purchased for that; but they couldn't guarantee the small lots scattered about.

The CHAIRMAN. Mr. Secretary, have you any other statement you want to make with reference to the Hampton Roads matter?

Secretary DANIELS. No; but perhaps Capt. Crosse, the commandant at the station has something to add.

Capt. CROSSE. Nothing, except that there are quite a large number of leases on the land in question, 463, I believe, in the Westchester Incorporated Land Co. and the Boush Creek Developnemt Co., the owners of which we have not been able to come in contact with. The Ironmongers' estate has a general lease; and the Freiters' estate, and we have no offers from them, and it is for that reason that we want authority to condemn.

The CHAIRMAN. You could not open negotiations, and you want authority to proceed in this way, under this method?

Capt. CROSSE. Yes, sir.

Admiral PALMER. Mr. Chairman, this particular training station, and the Great Lakes and the Newport News and the other temporary stations we have built, and the officers and men of the fleet, have been responsible in their training methods for bringing out the exceptional qualities of praise which you quoted from the speech of Sir Eric Geddes in your speech before the House. They have been very successful down there and at all our training stations and in the fleet in training officers and men under adverse conditions, and that is the point that struck the first lord of the British Admiralty that had been carried out—the training and assignment of officers and men.

The CHAIRMAN. We all recognize the splendid work that has been done along that line.

Secretary DANIELS. This training station at Hampton Roads should not properly be called a training station, but a school. We have a school to teach men everything they need to know in the Navy.

Mr. KELLEY. How many men have you in all the stations now?

Secretary DANIELS. In training, about 145,000.

The CHAIRMAN. Now, we will take up the next bill, H. R. 13112, authorizing the acquisition of the Remsen property, near the United States Naval Academy, consisting of 302 acres, more or less, and appropriating the sum of $75,000, or so much thereof as may be necessary; and the provision is the same as we have used all the while about the method of acquiring it. I would like you, Mr. Secretary, to make a full statement to the committee of the reasons and the necessity for this land.

Secretary DANIELS. Mr. Chairman, we have recently built on a piece of land shown here on the map a radio station, the most powerful radio station we have; we have recently built the radio station there, and in order to get access to it we have had to have a road through what is known as the Remsen property. We have also had to have, in order to get power for this, a line over that property; and also adjacent to this property we have a rifle range. Mr. Remsen

says that he will make claims against the Navy because of the utilization of his land for this line of power and road and for any damage done by the rifle range. As you see, this land lies here so that if we did purchase this tract of 302 acres the Navy would own all the land between Carrs Creek and the Chesapeake Bay and Mill Creek. Right across there is an experiment station [indicating on the map].

Admiral EBERLE. This is our rifle range [indicating on the map].

Mr. OLIVER. This squares it out?

Admiral EBERLE. Yes; we are blocked in there by this.

Mr. OLIVER. What does the owner use that for?

Admiral EBERLE. Farming purposes. And we want to use it for our radio station, and we want to use it for truck gardening, for which it is very valuable; but the main thing is a protective measure.

The CHAIRMAN. Now, then, with the increase, at the academy, do you not require additional farm lands both for the dairy and a supply of truck?

Admiral EBERLE. Yes; we are having great difficulties in supplying vegetables and things for the midshipmen. The dairy farm has just put up 120,000 pounds of jellies and jams which we could not go out in the market and get at one-third the price, and as the midshipmen's pay has never been increased they are up against it. So this land at the radio station we use for farming.

The CHAIRMAN. How much have you taken out of the radio station?

Admiral EBERLE. I should say about 60 acres altogether, because they got all of this down here [indicating on map]. We have built a wharf here where we can carry 12 feet of water and you can carry about 10 or 12 feet up here [indicating], so that we can have wharfage in here [indicating] for light craft.

Secretary DANIELS. The price they charge for this land is the same as they Navy paid per acre 10 years ago for the old rifle range.

Admiral EBERLE. That is what he asks for it. He wants $85,000 for it, and that will clear all claims in rental for the high-power line to this radio station. He claims that this land ought to be purchased at the same price as that other land, for which we paid, I believe, about $274 an acre.

The CHAIRMAN. You said $85,000.

Admiral EBERLE. That is what he claims.

The CHAIRMAN. The bill calls for $75,000.

Admiral EBERLE. This property is in court and they have been threatening to foreclose on him, but the court has been holding off, thinking we might want that land on account of its being next to our high-power radio station. They are still threatening to foreclose unless something is done in the very near future. His attorney told me about two months ago he thought he would take $75,000 for it and I recommend $75,000. But when we got a written statement from Mr. Remsen he wanted the same price that this was sold for 10 years ago, which would bring it just a little under $85,000. Of course, that would include all claims that he has against the Government.

The CHAIRMAN. If we buy his land from him why not eliminate those claims? Why should they not be absorbed?

Admiral EBERLE. That is what I meant, that they are absorbed in that.

The CHAIRMAN. I understand, but without paying additional for em?

Admiral EBERLE. I really believe myself that $75,000 is a fair price for it.

Secretary DANIELS. You see, he received $274 for his water-front land and we ought to pay the same price for that kind of land here; but this land up here [indicating on map] is not as valuable, and therefore we feel that $75,000 will buy the land.

Mr. KELLEY. It is all farm land now?

Secretary DANIELS. Yes.

Admiral EBERLE. He made an offer some time ago in which he wanted $100,000 for it, but we would not listen to it. He wanted $50,000 for this stretch across here [indicating], which is water-front land and which is about one-third of his property, and he wanted $50,000 for the other two-thirds.

Mr. KELLEY. Is the land around the Academy carried on the tax rolls at anything like its value?

Admiral EBERLE. It is supposed to be, but I do not know how near you can judge by that. But I really believe that if you make an appropriation of $75,000 he will take it. If he does not and condemnation proceedings are initiated, I think that $75,000 will cover the condemnation proceedings. It is very important to get it before they foreclose, because some speculators have been trying to get hold of it, just like some speculators bought this land sometime ago [indicating], and their price is out of all reason. They want $1,000 an acre for this land over here [indicating].

The CHAIRMAN. How many acres are in this tract?

Admiral EBERLE. About 302 acres.

The CHAIRMAN. How much of it is tillable?

Admiral EBERLE. Well, practically all except this part here [indicating] from the county road over, which has not been cleared.

The CHAIRMAN. Is it good land?

Admiral EBERLE. I think so.

The CHAIRMAN. It could be made good land?

Admiral EBERLE. Yes, sir; I think so, judging from this other land, because it is all apparently the same land and this other is very good land.

The CHAIRMAN. It is the same type of land?

Admiral EBERLE. Yes, sir.

Mr. LITTLEPAGE. What is the amount of the mortgage they are threatening to foreclose?

Admiral EBERLE. I think it is about $40,000—between $40,000 and $50,000.

Mr. KELLEY. Does it cover the whole tract?

Admiral EBERLE. I think so; yes, sir.

Mr. LITTLEPAGE. And you say you think you can acquire this property for $75,000?

Admiral EBERLE. I think so.

Mr. LITTLEPAGE. And that will block up your territory and put all the Government land together?

Admiral EBERLE. Yes, sir; and it will give an entrance to the high-power radio station, the rifle range, and the experimental station from the main State road, right through our own property.

Mr. KELLEY. Would it not be cheaper for the Government to bid this property in at the mortgage sale?

Admiral EBERLE. I do not know about that, sir. I think if we can get it or condemn it for $75,000 we will get a good bargain.

The CHAIRMAN. I will file for the record a statement from the Secretary of the Navy relating to this property and the necessity for acquiring it.

(Said statement follows:)

EXPLANATION OF NECESSITY FOR LEGISLATION RELATIVE TO THE ACQUISITION OF ADDITIONAL LAND FOR NAVAL RESERVATION, NAVAL ACADEMY.

There are at present on Greenbury Point the following Government activities: The United States naval experiment station; the Naval Academy rifle range; the high-power radio station; the farm on the end of Greenbury Point used as a hog range, and an adjunct to the Naval Academy dairy.

Owing to the proximity of the rifle range to Mr. Remsen's property there is danger on account of ricochet bullets to men cultivating part of this property, and this has been a subject of previous claims for damages.

Two of the towers of the high-power radio station are very close to the boundary line of Mr. Remsen's property, and the power line for the operation of this station runs through the middle of Mr. Remsen's property, and Mr. Remsen has already made claims for damages on account of this power line. The power line in question was built on this property as a military necessity over the protest of Mr. Remsen. The cutting of this power line would put the radio station completely out of action, and as long as this power line runs across private property it will be impossible properly to safeguard and protect it, and such steps as are taken to guard it will probably entail constant grounds for damages by Mr. Remsen. The road by which all supplies to the farm on the end of the point and to the radio station must be obtained passes through the center of Mr. Remsen's property, and while, of course, this outlet is a legal right, it would seem to be for the best interests of the Government if this property were entirely owned by the Government.

The acquisition of this property will allow for an expansion of the rifle range, making it available for the use of the fleet, and permit of the expansion of the experimental station. It will help to eliminate the danger of forest fires, which nearly every year have threatened the rifle range and experiment station.

The necessity for quick action in regard to the Remsen property is the fact that there are several mortgages on this property at the present time and the property is now in the courts. The holders of the mortgages have advertised the property and it is believed that they are going to foreclose, and from the information obtainable the parties who are going to acquire title are land sharks who realize that the Government activities already on Greenbury Point will eventually necessitate acquiring this property by the Government. If they can acquire this property before action can be taken by the Government, they look forward to a big profit on the investment.

The CHAIRMAN. Is it the sense of the committee that the chairman favorably report this bill?

Mr. MCARTHUR. I move that it be favorably reported.

(The motion was unanimously carried.)

The CHAIRMAN. I want to say to the committee that instead of reporting this other bill with an amendment making the amount $450,000 that I will prepare another bill covering the change in the description and carrying $450,000. What is the sense of the committee about it?

Mr. LITTLEPAGE. I move that the chairman be authorized to prepare a new bill and favorably report it.

(Said motion unanimously carried.)

The CHAIRMAN. Gentlemen, I want to call up a matter about which you all know. Since our last meeting our beloved late member, Brother Talbott, has passed away. I wanted to call that fact to the attention of the committee and to have authority from the committee to place in the minutes a suitable resolution and testimonial, expressing our appreciation of him and our sorrow at his death. I assume that will be unanimous?

Thereupon the committee adjourned.

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[No. 52.]

# THE UNITED STATES NAVY.

## REMARKS DELIVERED IN THE HOUSE OF REPRESENTATIVES BY HON. L. P. PADGETT, OCTOBER 14, 1918.

Mr. PADGETT. Mr. Speaker, I ask permission to address the House and also to extend my remarks in the RECORD to set forth what the Navy has accomplished and is accomplishing and what legislation has been passed by Congress in reference to it.

The SPEAKER. Is there objection to the request of the gentleman from Tennessee? [After a pause.] The Chair hears none.

Mr. PADGETT. Mr. Speaker, the record made by the United States Navy in this war has not only justified the pride of the American people, but has challenged the admiration of the world. Called upon to perform tremendous tasks, some of them seeming almost impossible, in not one instance has it failed. Whenever any call has come and we asked, "When will you be ready?" as did the British admiral when the first destroyers arrived in European waters, the answer has been, "We are ready now." Ready to face any emergency, ready to cope with any problem with that supreme courage and unfailing efficiency that is the tradition of the service.

The readiness of the Navy for action when the war call came was no surprise to us who were familiar with its workings, the plans that had been made and the measures that had been taken to prepare for any eventuality. We knew that the organization was sound from keel to topmast, that the men at the helm were worthy of every trust. We knew they had been bending their energies to prepare every branch of the Navy for active service.

The broad basis of naval preparedness was laid in the epoch-making naval appropriation bill of August 29, 1916. That bill not only made the largest appropriation on record up to that time, more than $312,000,000, but it set forth the first consistent, continuing building program ever adopted by Congress, providing for the building, within three years, of no less than 157 war vessels, including every type from battle cruisers to submarines. It furthermore provided for an increase in the Navy to 87,000, whenever, in his judgment, the President should deem such increase necessary; and provided also for the creation of a great Naval Reserve Force and the mustering into the Federal service of Naval Militia in case of war or national emergency. It proved what it was designed to be—a preparedness measure of the highest importance.

Congress in that measure adopted the recommendations Secretary Daniels had made and urged in his annual report of December, 1915, which embodied the best thought and conclusions of the experts of the Navy. The department set to work at once to put its provisions into effect. Contracts were let for battleships, cruisers, destroyers, and submarines. Navy yards increased their force and began enlargements. Munition plants were set to work and stocks of shells and powder were accumulated. When the break with Germany came the machinery of the Navy was in operation, and the plans made long before were soon put into effect.

When the President directed that American merchant vessels be armed to protect them from attack by submarines, his orders were carried into effect without a day's delay. Guns were

placed on the first vessel armed, the *Campana*, on March 12, 1917, and in a few weeks scores of ships were armed and furnished gun crews. This was a task no navy had contemplated before the war, for they believed the days of piracy, of sinking ships without warning had vanished long ago, never to return. There were not enough free guns of the proper calibers in existence to arm all vessels. Every available gun was pressed into service, some were even taken from the secondary batteries of battleships and cruisers, to be replaced later when they could be manufactured, and soon every merchantman that applied was given armed protection.

Expert gunners were required for this service and hundreds of the crack marksmen of the warships were detailed for the armed guards on merchantmen. Thousands of gunners had to be trained to take their places and to provide for the hundreds of new ships put into service. The rapid training of gunners and the record made by these armed guards are among the notable achievements of this war. When war was declared the Navy was ready for action. It was so well prepared that when the fleet was mobilized Admiral Mayo is quoted as saying, "I scarcely had to give an order."

The submarine being the immediate menace, the first duty was to combat it by every means in our power. While it was realized that the Germans might at any time send their U boats across the Atlantic to threaten commerce on our own coasts, our naval authorities did not hesitate in their decision not to wait for the submarines, but to "go after" them. A flotilla of destroyers was immediately organized and equipped for foreign service. Little more than a fortnight after war was declared the first contingent sailed, arriving at Queenstown May 4, 1917. Since that time our forces abroad have been constantly increased, until there are now in service in European waters more than 250 naval vessels, including every type, from battleships to submarine chasers, and under Vice Admiral Sims's command is a force of nearly 50,000 officers and men—as many as were in the entire Navy a few years ago.

There are now 600,000 officers and men in the naval service, including marines—more than were in all the navies in the world when the European war began. Before the break with Germany, in January, 1917, the Navy had a total of 56,000 officers and men, and the Marine Corps fewer than 12,000. In the weeks following recruiting was active, and when the President, in March, issued the order for the increase to the full authorized strength recruits poured in, so that when a state of war was declared April 6, 1917, there were 64,680 enlisted men and 4,366 officers in the regular Navy, totaling 69,046, and 13,266 enlisted men and 426 officers in the Marine Corps, totaling 13,692. Some 10,000 men had been enrolled in the Naval Reserve force, which a few months before had comprised only a few hundreds. The Naval Reserves were called into service; the Naval Militia, 10,000 officers and men, were mustered in as National Naval Volunteers; and the Coast Guard, with its 5,000, came under the operation of the Navy for the period of the war, as provided by law. This gave us a total force of approximately 100,000 upon our entrance into the war.

The growth of the Navy has been remarkably rapid, the strength of the various branches of the service now being as follows:

| | Enlisted men. | Officers. | Total. |
|---|---|---|---|
| Regular Navy | 218,322 | 9,411 | 227,733 |
| Naval Reserve Force | 270,424 | 19,619 | 290,043 |
| Marine Corps | 66,105 | 2,271 | 68,376 |
| Coast Guard | 6,106 | 665 | 6,771 |
| Total officers and men | 560,957 | 31,966 | 592,923 |

There are to-day 1,800 vessels in full commission, ten times as many as were in service two years ago, nearly six times as many as were on the naval lists. When war was imminent, ships that were in reserve were quickly manned and placed in full commission. Hundreds of merchant vessels, yachts, fishing vessels, motor boats, and other available craft were acquired and converted into the various types of auxiliary and patrol vessels required, work was rushed on ships under construction, and contracts were given for practically all the naval vessels American yards could build. The interned German vessels, whose machinery had been badly damaged by their crews in the hope of preventing their use, were repaired and within a few months all were in service, the larger vessels being converted into troop transports, officered and manned by the Navy.

Destroyers having proved the most effective type of vessel for combating the submarine, orders were given early in the war for the construction of all which the shipyards, with their then existing facilities, could build. But there was a demand for many more, and broad plans were made for the enlargement of yards and the erection of new shipbuilding and engine plants. The act of October 6, 1917, authorized the expenditure of $350,000,000 for the building of additional destroyers and the increase of facilities. Contracts were given at once, new shipways erected, and at Squantum, Mass., there was erected the largest plant in the world devoted exclusively to the building of destroyers. Little more than half a year after work was begun on this plant the keels of five destroyers were laid there in a single day. The first was launched on July 18, and will be delivered completed within a year from the time the contract was given to convert the swampy land of Squantum Point into a shipbuilding plant.

New records have been made in construction. Formerly 20 months to 2 years was the period required to complete a dedestroyer. Now some are being completed in half that time, and less. At the Mare Island Navy Yard the *Ward* was launched 17½ days after her keel was laid, and she was commissioned in 70 days. Fourteen destroyers were launched on July 4 last. We are now building more destroyers than were in any two navies when the European war began; and when we consider that a large part of the facilities for building them had to be created in the past year, the record in construction reflects great credit upon naval constructors and shipbuilders alike.

Hundreds of submarine chasers have been completed and put into service and numerous auxiliary and patrol craft built. Vessels of all types, from battleships to submarines, have been completed and put into commission. Hundreds of others of every type are under construction or contract, and our building program is the largest ever undertaken by any navy. The naval appropriation act passed last June directed the completion at the earliest time practicable of all the vessels authorized in the three-year building program embodied in the act of August 29, 1916, and the Secretary of the Navy has assured us that these will be built "as soon as is humanly possible."

The provision of engines and machinery for the enormous number of new vessels has been a tremendous undertaking. Especially has this been the case in providing engines for the new destroyers, which have a speed of 35 knots and require greatly increased power and twice the number of boilers as the older type. New engine and forging plants had to be erected, in addition to utilizing all the available producing capacity of the plants which could build engines and machinery of this type. Some idea of the amount of machinery required for our naval vessels can be given by the fact that the average expenditures of the Bureau of Steam Engineering have increased to nearly three-quarters of a million dollars a day.

The United States Navy now operates the largest radio system in existence. Within the past year stations of the highest power have been completed at Pearl Harbor, Hawaii; Cavite, P. I.; and Annapolis, Md. The completion of the new station at Annapolis recently was signalized by the sending direct of messages to Rome, Paris, and London. Messages are flashed from the Atlantic coast to Pearl Harbor, and from there to Cavite or Japan. Previous to our entrance into the war the number of naval rodio installations afloat and ashore numbered about 800. It is now between 4,000 and 5,000, all the shore stations being under control of the Navy, which also furnishes equipment and operators for cargo vessels and transports, as well as naval vessels.

Upon the declaration of war the control of all radio was placed under the Navy. Commercial stations were taken over. Those that were unnecessary were closed, and those which could be utilized to advantage were made a part of the vast system which has been built up covering a large part of the globe. Thousands of operators were required for service at stations and on ships, and special schools for their training were established, the largest, that at Harvard University, having provision for some 4,000 students.

The work of the Bureau of Ordnance has increased almost 2,000 per cent in the past year and a half. For the two or three years previous to the war its average expenditures were about $30,000,000 a year. For the fiscal year 1918 they amounted to practically $600,000,000 twenty times the ordinary expenditures in time of peace. And this is a fair measure of the work done in providing guns, projectiles, powder, torpedoes, depth charges, mines, and armor plate for naval vessels, arming merchantmen for protection against attack by submarines, and the various other tasks imposed upon this branch of the service. As early as 1915 the bureau had drafted its plans in preparation for war, if it should come, and before the declaration of war had accumulated considerable reserves of munitions. The bureau operates many ordnance plants and factories, some of which are owned by the Government, others have been requisitioned or are operated under contract, and in addition vast quantities of material have been purchased under contract. The Naval Gun Factory, at Washington, has almost doubled its output and now employs nearly 9,000 men. Fifteen acres of adjoining land have been purchased and six large buildings are nearing completion thereon, which will greatly increase the capacity of the plant. Considerable enlargements are being made in the Navy powder factory at Indianhead, Md., which employs 1,100 men and covers a square mile. The facilities and output of the torpedo station at Newport, R. I., have been materially increased.

An automatic mine-loading plant, with a capacity of more than 1,000 mines a day, has been created. Numerous ammunition depots have been established, which prepare powder charges, load and fuse shells, handle high explosives, and ship ammunition to vessels. A large projectile factory has been erected at Charleston, W. Va., and has been in operation for several months. The designs for the armor-plate factory to be erected at that point have been entirely completed, and much of the machinery is now on order. A large tract of land along the Potomac River has been acquired and a new proving ground is being established. Some of the most important accomplishments of the Ordnance Bureau can not be told at present, without disclosing important naval operations, nor can numerous inventions that have been developed and utilized be discussed in detail. But we may mention the new Navy 16-inch gun, the most powerful Navy gun under construction or designed for use at sea, so far as is known, which was successfully completed and tested last April. A new type of howitzer shooting a heavy depth charge fitted to detonate below the water or in contact with the submarine is one of the devices developed

which is aiding in exterminating the German U-boats. Depth charges, which have proved so effective against the submarine, have been produced in quantities. A new type of mine, which is considered one of the safest to handle and which, if it breaks loose from its fastening and drifts, is rendered harmless, and yet is one of the most effective weapons of the kind in existence, has been invented and many thousands manufactured.

To house and train the immense increase in personnel, existing training stations were greatly enlarged and a number of new ones erected. Two years ago the Navy had training facilities for about 6,000 men. The camps already constructed provide winter accommodations for 145,000, and those being built or authorized will provide for 53,000 more. The total cost of these training camps will be about $57,000,000. Great Lakes is now the largest training station in the world, with accommodations for some 50,000, and further enlargements are under way. The acquisition of the old Jamestown Exposition site and Pine Beach properties has enabled the Navy to establish at Hampton Roads, Va., a naval operating base, which includes an extensive training station, aviation base, and will comprise docks and wharves for the accommodation of the largest vessels, warehouses and storage facilities for fuel and all kinds of fleet supplies, and will provide what the Navy had long needed, an operating base for the fleet.

Our navy yards have been greatly enlarged, and have not only carried on the immense amount of work required for the upkeep of the fleet and the conversion of vessels taken over, but are building naval vessels of practically every type. The number of employees at navy yards has been more than doubled. Many new machine shops, foundries, and warehouses have been erected, and new shipways built. Dry docks are being built which will accommodate the largest ships afloat. The new dry dock at Norfolk is nearing completion and is expected to be in service within the next few months, practically a year ahead of contract. The dry dock at Pearl Harbor, Hawaii, in the construction of which many difficulties were encountered, is expected to be completed early in the coming year. Scores of warehouses for the storage of supplies and munitions have been erected, including the largest of the kind in existence, at the Brooklyn Navy Yard.

Every care has been taken to safeguard the health of the men in the Navy, both ashore and aboard ship. Six thousand additional beds have been provided to meet the immediate needs of war conditions and about 6,000 more are being provided for under present construction or contracts. In addition extensive hospital facilities have been acquired abroad to accommodate the large force in foreign service. The Medical Corps, which formerly numbered about 300 commissioned officers, now consist of 3,000, an increase of ten times its former personnel. The Dental Corps has grown from 30 officers to 500 members. Ample medical supplies have been accumulated and there has been no lack of medical attendance or supplies either in this country or abroad. Every possible precaution for the prevention, as well as the control, of diseases has been taken, and early in the war a special division of sanitation was created, to which experts of the Public Health Service were detailed to insure the best sanitary conditions at every point where sailors or marines were stationed.

When war was declared, April 6, 1917, the Navy passed from a peace to a war basis without an hour's delay. The submarine being the immediate menace and to combat it the first duty, it was decided to send as many destroyers as possible across the sea for service in the war zone. A flotilla of destroyers was immediately organized and equipped for foreign service, and the first contingent sailed a little more than a fortnight after war was declared, arriving at Queenstown May 4. Since that time our naval forces in European waters have been continually augmented until now we have more than 250 vessels, including

all types from battleships to submarine chasers, and a force of more than 45,000 officers and men under command of Vice Admiral Sims. British and French naval authorities have paid the highest tributes to their energy, enterprise and effectiveness in convoying troop and supply ships and merchant vessels, in patroling vast sea areas, and in destroying submarines. Just how many U-boats they have destroyed can not now be announced, but it is known that they have accounted for a very material number of them. Only a few days ago American submarine chasers took part in the destruction of the Austrian naval base at Durazzo, screened larger ships under a hot enemy fire, sank one submarine and damaged and probably destroyed another; and this was in the Adriatic, in an area in which few people realized that our Navy was operating.

From the far North, along the coasts of England and France and Portugal, in the Mediterranean and Adriatic our forces are constantly at work. They sometimes call it the "silent Navy," for cloak of secrecy must necessarily cover many of its operations, but whenever and wherever its services are required it is heard from, and always acquits itself with the credit that courage and efficiency demand, upholding the traditions of the service.

The greatest task intrusted to the Navy, and what has well been called "the biggest transportation job in history," is the transportation of our armies overseas, and the way in which it has been accomplished is without a parallel. For a year and a half a continuous stream of transports has poured across the seas to France. Despite the constant menace of submarines and the difficulties of navigation under war conditions, not a single American troop ship under the convoy of our naval vessels has been sunk on the way to France, and not one soldier aboard them has been lost through enemy action. In this tremendous task the British Navy has given us the most valuable assistance, placing at our disposal a large amount of tonnage and carrying hundreds of thousands of American troops. Without their assistance we could not have placed on the fighting front anything like as many men as are there now, and they deserve our warmest gratitude. The French and Italians have also given material aid. All the allied navies have worked together with the same purpose and aim, each aiding the other in every possible way. There are now nearly 2,000,000 American soldiers either in France or on the way, and the total loss of life due to enemy submarine activity has been less than 300 men.

The administration of the Navy Department has been characterized by signal efficiency in every bureau and division. Long before we entered the war deadwood and red tape had been cut out and the department put on a thorough working basis. The machinery was so well organized that when the heavy demands of the war emergency came all that was needed was to expand the personnel and equipment. The Navy has promptly met every demand made upon it, it has responded without delay to every call, and no necessity has been found for any change in its organization. It has successfully met the severe tests, and this is the highest possible tribute to its efficiency and the ability of its officials.

Two years ago, just before the final passage of the naval act of August 29, 1916, the largest ever passed up to that time, I had the pleasure of reviewing before this House the progress of the Navy. I pointed out that during the 16 years from 1898 to 1913 the total tonnage authorized amounted to only 1,116,018 tons, while in the years 1914–1916, 1,014,666 tons had been authorized. During the McKinley-Roosevelt administration, from March 4, 1901, to March 4, 1905, the total cost of vessels authorized amounted to $107,006,642; during the Roosevelt administration, from March 4, 1905, to March 4, 1909, the total amounted to $83,192,938; under the Taft administration, from March 4, 1909, to March 4, 1913, $127,747,113. During the first

three years of the Wilson administration the total cost of vessels authorized amounted to $655,289,800. Though the authorized strength of the Navy was only 51,500, until the present administration it had never been recruited up to its full strength. In fact on March 4, 1913, the Navy was 5,312 men short of its authorized strength. The efforts of Secretary Daniels and his aids to popularize the naval service, to provide greater opportunities for the enlisted men, bore such good fruit that over 6,000 men were added to the enlisted strength and the Navy was kept fully recruited.

The improvements in organization and administration, and the liberal appropriations made by Congress laid the basis for that preparedness which was so strikingly apparent when the Navy was called into action. The wisdom of Secretary Daniels's policy of expanding our shipyards, of having the Navy not only build ships but manufacture in its own shops munitions and many other things needed by the Navy was immediately vindicated when war came. It is not difficut to picture the plight in which we would have found ourselves if the policy of closing and dismantling a number of our navy yards and depending almost entirely upon private firms and shipyards had prevailed. Our navy yards have proved a very present help in time of need. Well manned and well equipped, they have, by increasing their working forces and buildings and machinery, been able to care for the enormous amount of repair work to keep in shipshape the vastly increased fleet, and their shipways and shops have proved a very substantial addition to the shipbuilding facilities we sorely needed.

The retention of competent men by reenlistment, the careful training of the personnel, gave us a body of trained seamen that formed a valuable basis for the immense Navy of to-day. Sir Eric Geddes, the first lord of the British Admiralty, on his arrival a few days ago remarked:

> The dauntless determination which the United States has displayed in creating a huge trained body of seamen out of landsmen is one of the most striking accomplishments of the war. Had it not been effectively done one would have thought it impossible, and words fail me to express our admiration of this feat, undertaken and accomplished by your Navy Department, of which Mr. Secretary Daniels is the civil chief.

This was made possible only by the excellent system of training that had been built up in previous years and the plan of intensive instruction which was made to put into effect in the emergency of war.

Recently when I was abroad in England, France, and Italy there was one unbroken and unanimous expression of wonder and appreciation of the magnitude and the rapidity of the achievements of the United States in the Army, the Navy, and the Marine Corps, and everyone was unstinted in his commendation and praise.

Feeding and clothing the half million men in the Navy has been a task of huge proportions well performed. Despite the many difficulties of securing supplies and materials, the high standard has been maintained, and we have sustained our reputation of having "the best fed, best clad Navy in the world." The volume of purchases by the Bureau of Supplies and Accounts has grown from a prewar sum of $27,000,000 per annum to over half a billion dollars a year. By the use of the widest information in regard to supplies and materials, keeping in close touch with the sources of production, broadening competitive bidding, and using war-time powers, profiteering has been prevented and Navy purchasing put on a scientific basis.

The Navy ration has been maintained steadily at its usual high standard. Importunities to lower the Navy's specifications for food provisions and to adopt substitutes have been resisted, and there is no variation whatever in either quality or quantity and variety of ration. It is as it existed before the war.

While the average cost of the rations increased about 13 per cent over the cost last year, it has been shown by the Department

of Labor that there was an 18 per cent rise in average wholesale prices, so that had the cost of the ration kept pace with the increase in the cost of provisions, the total cost to the Government would have been about a million and a half dollars more than it actually was—this means a daily saving of $4,500.

Reports received from commanding officers of our transports, bearing troops for France, amply attest the fact that the men have been well satisfied with the food furnished them. As an instance of this the following is quoted from a report made by the officer in charge of the transport *Mercury:*

> The food supplied the troops during the voyage has been well cooked, most excellent in quality, the variety has been well maintained, and it has been ample in quantity. No man has been turned away no matter how many times he appeared for reissue of food at any meal.

Recently on a transport 11,000 troops were served dinner in the remarkably short period of one hour and seven minutes.

Anticipation of the requirements of material resulted in great advantage to the Navy. Thus, in regard to cloth alone, the Navy will not have to enter the market again until May, 1919. This purchase, amounting to $17,000,000, resulted in yardage sufficient to manufacture a million blouses, 800,000 pairs of trousers, and 350,000 overcoats.

Competitive bidding has prevailed and the widest publicity is sought in connection with all purchasing. By maintaining a rigidly supervised list of qualified bidders great progress has been made in eliminating the middle man while contingent-fee attorneys and brokers have been exposed.

A successful means of readjusting prices downward has been effected by the Navy supplying raw material to the manufacturers who had the facilities for fabricating but who were not able to obtain the raw article.

The commandeering power was most successfully used in the fall of 1917 when the tin market was mounting rapidly. By taking over cargoes and apportioning among a few concerns an instance is shown where the Navy secured tin at 64 cents a pound when the market was 80. The soundness of this policy is found in a letter written to the Secretary of the Navy by the chairman of the Price Fixing Committee, in which he states—

> Manufacturers waste time in attempting to extort unfair prices from the Navy, as it seems to keep itself exceptionally well informed and uses the commandeering privileges to secure fair prices.

To facilitate the shipment of supplies and materials for the Navy a division of inland transportation was formed with the result that little trouble was experienced in the war-program traffic.

Of great interest to the dependents of our men are the allotments made by the personnel of the Navy. During the fiscal year there were paid 849,000 allotments amounting to over $19,000,000.

It is worthy of prominent note that the Navy subscribed to a sum of over $18,500,000 in the third liberty loan, and that every navy yard in the country gave subscriptions from more than 80 per cent of its employees, and reports are that its subscription to the fourth loan will exceed the third.

Activities of the disbursing division have resulted in the actual saving to the Navy of $11,000,000. This control has been exercised without friction, ways being found to prevent the Government's money from being wasted without interfering with the work.

Recently, in company with 12 other members of the Committee on Naval Affairs, I made a visit overseas, going into Scotland, England, Ireland, France, and Italy, where we had opportunity to visit and make inspection of some of the activities of the English Navy and of many of the activities of the United States Navy abroad.

I do not deem it appropriate or advisable because of war conditions to speak in detail of these activities in the war zone

in more specific detail than I have set out herein. However, I do deem it appropriate to say that we found the operations of the United States Navy overseas in a most satisfactory condition. We were especially pleased to learn from our own officers, as well as the officers of the English, French, and Italian Navies, that the cooperation between the several navies was most complete, cordial, and harmonious; indeed, they all spoke of it as the one naval service of the three countries and not as three separate naval services. We were also well pleased with the intelligent and efficient management and with the zeal, energy, and devotion of our officers.

No statement can be made at this time in detail of the magnitude of the naval operations overseas. This much, however, I feel justified in saying: That the magnitude of naval operations overseas, on the water and in the air, reflects credit upon the American people and commands the respect and the admiration of our allies. When the war is over and the full history of the magnitude of our naval operations abroad may be given in detail, it will be a source of pride and honor to the American people; and the fidelity, intelligence, patriotism, and devotion of our naval officers and enlisted men, embracing as a part of the Navy the Marine Corps officers and men, will form a bright page in the world's history and will receive throughout future ages the commendation and plaudits of all who admire courage and intelligence and love patriotism and fidelity.

The Marines on land and the Navy men on sea and in the air in the various lines of work and duty to which they have been detailed deserve, and I believe heartily receive, the unanimous commendation of the American people. Well done, faithful officers and men.

In order that the Congress and the country might have full and detailed information concerning the operations of the Navy and the Marine Corps, I have had prepared by the chiefs of the several bureaus a statement showing the work and the operations of the Navy in connection with this war, and I attach them hereto as a part of my remarks:

OFFICE OF NAVAL OPERATIONS.

THE DEVELOPMENT OF NAVAL AVIATION.

Previous to the declaration of war the Navy had maintained but one air station. This was a small but complete and active station at Pensacola, Fla., which was used for instruction and experimental work. The personnel of aviation at this time consisted of about 30 line officers of the Navy, Marine Corps and Coast Guard, who were trained as aviators, and 200 men. The aircraft in use consisted of a variety of American and foreign types which had been purchased by the department. Owing to the limited facilities and small appropriations, the results of these activities were not very extensive.

The Naval Reserve Flying Corps was established by law in 1916, but it was not until February, 1917, that a definite interpretation was placed on this law and that enrollments in the Naval Reserve Flying Corps actually began. The officers who received training in aviation had been regarded as having been detailed for special duty in connection with aviation. The law passed by Congress in 1916 authorizing the Naval Reserve included not only a reserve to be attached to the fleet but the Naval Reserve Flying Corps. Accordingly when war was declared steps were taken to enroll and train a large number of men for ultimate qualification as pilots. In addition, facilities were provided for the training of a large number of men specialized in the various functions pertaining to aviation, and at the present time schools are in operation for the training of pilots, mechanics, gas-engine experts, communication officers, etc.

On October 2, 1918, the total strength of naval aviation was approximately 40,383 officers and men. Of this number, 16,621 are now abroad and actively engaged in operations against the enemy. This increase in the aviation personnel of the Navy since the beginning of the war has called for an enormous expansion of training facilities. When the training program was first put into operation there was but one ground school. This school provided at that time training facilities for about 300 men. At the present time this number has been increased to 1,200, and, in addition schools have been established in the Central West and near the Pacific coast. For the training of dirigible pilots a school was established in Ohio, and the department is now contemplating the establishment of an additional school.

It was evident to naval authorities that one of the most important ways of assisting the allies was to engage immediately in the antisubmarine warfare. In order to bring the United States to the point

where the most good could be accomplished with the facilities immediately available various methods of combating the submarine were carefully considered. As a result, it was decided to establish coastal patrol stations, both in this country and abroad.

Construction on stations in the United States was started immediately, and to-day practically the entire eastern Atlantic coast is being patrolled by naval aircraft, and the Navy Department is prepared to extend these operations along the Gulf and Pacific coasts. In addition to seaplane-patrol stations, dirigible and kite-balloon stations have been put into operation, and, in order to attain the greatest possible efficiency and cruising radius for seaplanes, rest and supply stations are being located at the most advantageous points.

The increase in the number of stations abroad has been fully as great. The month following the declaration of war 5 naval aviators and 100 enlisted men were sent abroad, and these forces were the first forces of the United States to land in France for service against the enemy. The bodies of three of these men are now buried in France and two others were killed in seaplane accidents. Since the arrival of this first expedition abroad, stations have been established not only in France but in England, Ireland and Italy as well. In order to appreciate more fully the magnitude of this achievement, it may be said that it has been necessary to ship from the United States practically all the material for these stations, which includes hangars, machinery, and, in a word, everything that will eventually be used at these points.

During the month of September, 1918, aircraft engaged in patrol flights in the United States covered a total distance of 404,775 miles. Aircraft engaged in training flights covered a total of 1,317,460 miles during the same period. It is not considered advisable to give out actual figures regarding the operations at foreign stations. The work abroad has gone forward steadily and the results obtained are becoming more and more important. A recent announcement by the Navy Department to the effect that American naval aircraft successfully attacked and destroyed a German submarine, is only one illustration of the work that is being done over there. The stations, in addition to carrying out active antisubmarine patrols have been engaged in assisting vessels of the fleet in convoying troop and merchant ships.

On April 27, 1918, an American dirigible abroad made a continuous flight for 25 hours and 43 minutes, during the course of which three convoys were escorted for 13 hours and 50 minutes in a zone which was mined and patrolled. In recognition of this accomplishment the French minister of the marine officially complimented the American forces saying that "such an ascension of 25 hours and 43 minutes, which constitutes by its duration a remarkable performance, gives us proof of the most excellent qualities of endurance, of energy, of sang froid, and of technical ability of the American forces."

In addition to the activities mentioned above the Navy Department decided to organize an expedition to destroy enemy submarine and naval bases. The personnel and material of this expedition was organized in the United States and later sent abroad. On August 15, 1918, it was announced that operations had been started by bombing and destroying enemy bases in Belgium. The scope of the activities of the expedition have since been increased and the original forces augmented from time to time.

When war was declared on April 6, 1917, 93 heavier-than-air seaplanes had previously been delivered to the Navy and about 135 were on order. Of the number that had previously been delivered, only 21 were in use, the remainder having been worn out or lost. These seaplanes were of the N-9 and R-6 types, which are now considered as training seaplanes.

After eliminating types which had been tried and found unsuitable, the department fixed upon two sizes for war purposes which had been perfected in the United States in anticipation of the development of a high-powered engine. The engine developed is the Liberty. The flying boat, which, at the present time, is strongly favored is an American conception and it has not been necessary to copy foreign patterns to insure our flyers being supplied with the best. With this development of the heavier-than-air craft came the development of dirigibles and kite balloons.

With the development of suitable planes and engines the Navy was able to select the type of aircraft which was best suited for its service and to frame a large and definite building program. As a result there are now over 500 seaplanes in use at naval air stations in the United States and up to date over 400 seaplanes have been sent abroad. Other aircraft at stations, both in this country and abroad, includes dirigibles and kite balloons. There has been no undue delay in supplying seaplanes and the delivery of service seaplanes is approximately one month ahead of the scheduled time.

The demand for aircraft necessitated an enormous increase of production facilities, and as a part of this extension, the Navy Department undertook to build and equip a naval aircraft factory at the Philadelphia Navy Yard. Within 90 days from the date the land had been assigned, the factory was erected and the keel of the first flying boat was laid down. In August, 1918, this factory was producing 50 per cent more seaplanes than it had been two months previous. In addition, at least five plants are at present devoted to Navy work and a large proportion of the output of several other factories has been assigned to the Navy.

The delivery of seaplanes for training purposes has been sufficient to more than meet the requirements. The training of personnel and providing of stations and equipment to carry out this training has ex-

panded sufficiently so that the present output of pilots, observers, mechanicians, and men trained in special branches, is keeping abreast or ahead of requirements.

The confidential nature of the work prevents any definite statement being made as to future operations. However, it may be said that the Navy Department recently established several air stations in Canada. These stations have been supplied with personnel and material from the United States, and the Navy Department is at present engaged in training personnel for the Canadian Government, which personnel will eventually take over the operation of the stations. In addition, the government of our allies have requested the Navy Department to take over more stations abroad, and not only are they desired to continue present operations, but also to increase the field of their activities.

## Bureau of Navigation.

Just before the entrance of the United States in the war, or in January of last year, the Navy had a total of 56,000 officers and men of all kinds. To-day there are 520 000 officers and men, which include Reserves and Coast Guard—all volunteers. This number does not include the personnel of the Marine Corps.

Commissioned and enlisted personnel on January of last year were assigned by this bureau to a total of 176 vessels in commission. There are to-day 1,800 vessels in full commission, with complete complements of officers and men and with excess personnel on each ship to provide for training. The vessels commissioned include battleships, submarines, cruisers, destroyers, transports, hospital ships, patrol vessels, mine layers, mine sweepers, submarine chasers, converted yachts, gunboats, fuel and supply ships, cargo carriers, etc.

Just prior to the beginning of the war the Bureau of Navigation, which has charge of the recruiting, education, and training of all officers and men and their assignment to the fighting vessels of the Navy, started a carefully considered system of intensive training to provide for the great need for efficient personnel during the war. An estimate of war needs was accurately drawn up and schools for special ratings were immediately started. At the same time the training stations, which could accommodate but 6,000 men, were enlarged and additional training depots erected, until now they can accommodate over 100,000 men in training.

The assistance of universities and schools throughout the country was obtained in order to train men for special ratings along technical lines in which these educational institutions excelled, but the schools established at the training stations covered the great majority of the ratings necessary for the fighting work of the fleet. At the training stations there are schools for practically all the trades, including courses for divers, electricians, radio men, carpenters, machinists, blacksmiths, coppersmiths, bakers, cooks, stewards, Hospital Corps men, fuel-oil men, winch men, camouflageurs, musicians, yeomen, gunners, signalmen, steel and concrete construction men, water tenders, firemen, quartermasters, helmsmen, gyro-compass men, lookouts, armed-guard crews, submarine crews, motor-boat men, hydroplane specialists, torpedo men, aviators, aviator mechanics of all classes, etc.

Training was also started in the battle fleet, and, under the able direction of the commander in chief, Admiral Mayo, every vessel of the Navy, at home and abroad, is now an active training unit for both officers and men in addition to carrying out its main mission of immediate readiness for battle. Trained destroyer, submarine, and patrol boat officers and men from the war zone are being constantly brought back as nucleus crews to man many of the new vessels being put into commission, and the battleships and other vessels of the fleet are turning out specially trained crews for new battleships and other vessels of the fleet and are providing the armed guards for every vessel that visits the war zone.

It is because of the strict adherence to the carefully prepared plans of the bureau in regard to providing trained personnel for the enormous expansion of the Navy from 56,000 to 520 000 that the Navy has been able to satisfactorily meet every call for manning new vessels and for providing the necessary skilled officers and men for all the detailed work of aviation, mining, bombing, and other operations abroad.

The reports from the commander in chief of the Atlantic Fleet and from all commanders of forces abroad show that the various units composing the Navy have reached a higher state of battle efficiency than ever before. Further, the system of providing and training personnel is now operating on the assumption that the war will last for several years, and every detail of the needs for 18 months to come has been carefully considered and prepared for.

In the transport service alone, which includes all the convoy and escort system, and which, under Rear Admiral Gleaves, has produced such remarkable results in safely delivering enormous numbers of troops and quantities of supplies on the other side, there are to-day more officers and men than there were in the entire Navy just prior to the beginning of the war. The same statement applies equally to the forces actually operating in the war zone on the other side.

It is proper to state that the successful operation of all activities assigned to the Navy during the war is directly due to the system of training of officers and men, in which this country has excelled for many years past.

The measure of the efficiency of the Navy is the efficiency of its personnel.

BUREAU OF SUPPLIES AND ACCOUNTS.

At the beginning of the war the enlisted strength of the Navy was approximately 60 000 men; since that time the Navy has increased by leaps and bounds until to-day, a year and a half since war was declared on Germany, we have an enlisted strength of approximately half a million. The work of feeding and clothing the greatly increased Navy proceeded with orderly precision and all of the men have been satisfactorily outfitted with clothing adequate for their needs in every respect. All of the clothing provided for the men has been up to the usual high Navy standard, the inspections never having for a moment been relaxed in any degree.

The Navy ration since the war has been maintained at its usual high standard and this factor has greatly contributed to the excellent physical condition which characterizes the health of the Navy to-day. Although constant importunities have been made to lower the Navy's specifications for provisions and to adopt food substitutes, all such importunities were successfully resisted and there is no variation in the quality, quantity, and variety of the Navy ration as it existed before the war.

Great pressure has been brought to bear on the Navy to lower the specifications for beef and to accept carcass beef of a minimum weight of 475 pounds, which is 100 pounds less than that required under the Navy specifications. The first request to lower the specifications was accompanied by a statement to the effect that there was a threatened shortage in the immediate future of beef of Navy specification weight and as a result the Federal Trade Commission was requested to investigate the entire beef situation. Upon receipt of the report of the Federal Trade Commission and after an exchange of views with the Food Administration the following resolution with reference to beef for the Navy was adopted by the Food Purchase Board:

"It is requested that the Food Administration preempt for and allot to the Army, Navy, and fighting forces of our allies a sufficient quantity of beef weighing 575 pounds up to 850 pounds to fill their demands.

"If there be not enough beef of these weights procurable, then the Food Administration is requested to allot, after giving notice to the War Department and the Navy Department, lighter beef of proper quality sufficient to meet such deficiency, keeping the weights of the allotted beef as near as possible to the minimum mentioned above—this lighter-weight beef to be distributed pro rata between the Army, the Navy, and the allied fighting forces on the basis of their total demands.

"During such time, however, as a shortage of heavyweight beef may exist, the Food Administration is requested to take the necessary steps to prevent any such heavyweight beef from being diverted to the civilian populations either within the United States or abroad

"The quality of all allotted beef to be passed upon by the inspectors for the Army and Navy in accordance with specifications and instructions issued to them by their respective departments."

While the average cost of the ration increased about 13 per cent over the cost last year, statistics from the official bulletin issued by the Department of Labor indicate that there was a rise in the average wholesale prices of provisions of 18 per cent; so that, had the cost of the ration kept pace with the increase in the cost of provisions the total cost to the Government would have been about a million and a half dollars more than it actually was—this meaning a saving of about $4 500 a day.

As stated by the Secretary of the Navy, "the success of the transfer of the Army troops will depend to a large extent on the conduct of the commissary service on each vessel." Keeping this fact in mind plans were made well in advance of the initial trip of the transports bearing troops for France and complete and satisfactory arrangements for the subsistence of the troops en route were made. The reports received from the commanding officers of the troops on board the transports amply attest the fact that the troops are well satisfied with the food furnished them, the following having been received from the commanding officer of the troops en route on the transport *Mercury*:

"The food supplied the troops during the voyage has been well cooked, most excellent in quality, the variety has been well maintained, and it has been ample in quantity No man has been turned away, no matter how many times he appeared for reissue of food at any meal."

On one transport recently 11,000 troops were served dinner in the remarkably short period of one hour and seven minutes.

PURCHASE DIVISION.

The volume of purchasing done in Supplies and Accounts has grown from a prewar sum of $27,000 000 per annum to over half a billion per annum. Although the general fundamental principles of Navy peacetime purchasing, definite standards of quality, adequate inspection etc., have been maintained, it has been necessary by reason of changed conditions in industry to make use of a war-time power of fixing fair and just prices on the basis of cost of production plus a reasonable profit in connection with the purchase of many commodities. Competition which in time of peace assured reasonable prices became inadequate in time of war. In addition, the changed conditions have made necessary the use of the war-time power to compel performance. The developments of the year in the observance of these fundamentals and the new experience gathered in the use of war-time powers have added greatly to the store of purchasing knowledge. The records already were so complete as to warrant the statement that "Navy purchasing has been a science."

Personnel: The purchasing staff of the Navy has increased over 1,400 per cent during the year. From a prewar force of 28 officers, clerks, stenographers, and civilian experts, the purchasing force of the Navy has increased to a present total of 402. It is interesting to note in this connection that practically the entire purchasing staff of to-day was untrained, without previous purchasing experience in the Navy.

Major phases of purchasing: The story of the Navy purchasing system may be briefly summarized under five heads:

(a) The building up of an organization for specializing in various lines of commodities, thus forming a basis for coordinating all governmental purchasing.

(b) Developments in competitive bidding.

(c) War-time means of securing material.

(d) Determination of "fair and just" prices.

(e) Stock upkeep in war.

Studies in material: With purchases amounting to more than a million and one-half dollars a day, the need for an organization of specialists was early seen. For each important industry, the purchasing organization has had its specialist who has been charged with a thorough knowledge of the facts in each industry, labor supply, raw materials, fuel power, finances, together with the capacity of the industry for production. Anticipation of the requirements of this material by these specialists has resulted to the advantage of the Navy.

The value of a specialized study of the Nation's capacity for production may be seen in the following typical case in connection with textiles:

In August last, 10,000,000 yards of duck and 6,500,000 yards of denim were purchased prior to the taking over by the Army of the Nation's entire production until March, 1919. Five million yards of 11-ounce, 18-ounce, and 30-ounce cloth were bought, being the largest purchases of uniform cloth ever contemplated by the Navy and requiring an expenditure of $17,000,000. To make the cloth 15,000,000 pounds of grease wool was used, which resulted in a yardage sufficient for the manufacture of 1,000,000 blouses, 800,000 pairs of trousers, and 350,000 overcoats. By thus anticipating requirements, it will be unnecessary for the Navy to enter the market again for cloth until May, 1919. By adding 2,000,000 yards of 11 ounce, 400,000 yards of 18-ounce, and 600,000 yards of 30-ounce material, Navy contracts were out of the way of the Army before its expanded program was adopted.

Material sections: Special groups (steel and iron, chemicals and explosives, nonferrous metals, textiles, lumber, provisions, etc.) are maintained in the purchasing organization. These groups have been built around men expert in their particular specialty. Other groups are added from time to time as the war demands for any material assume special importance in purchasing operations. As a result of the extension of a policy of organization along material lines to other war agencies of the Government, it has been possible to make all Navy purchases through a Navy organization without conflict.

Developments in competitive bidding: The Navy system of obtaining material by competitive bidding had been thoroughly developed before the war, and was well known to industry. There have been no important changes in principle nor in practice other than those of gradual and orderly expansion. The pressure of war demand has in no way modified the principle that Navy business must not only be right but must look right. The widest possible publicity is sought in connection with all purchasing activities.

A campaign has been conducted with great success with a view to eliminating all middle men from bidding on Navy supplies by maintaining a rigidly supervised list of qualified bidders and by making it attractive to manufacturers to bid direct. Contingent-fee attorneys and brokers have been mercilessly exposed, and the facts in each case have been presented to the Department of Justice for action. A year ago the percentage of brokers bidding for Navy business was between 6 and 7 per cent. To-day this percentage has been cut down to between 1 and 2 per cent. On occasions when satisfactory bids have not been received at the public opening by reason of scarcity of material or unwillingness of manufacturers to bid in the face of rising prices, special appeals have been made in the form of individual letters, pointing out the urgent necessity for the material and the responsibility of the manufacturer in contributing to the supply of war needs. Upon each application of this method the necessary supply of the needed commodity has been obtained at satisfactory prices.

War-time means of securing material: Often by reason of an insufficient supply of raw material or an unwillingness on the part of manufacturers to furnish material at prices which the Navy ought to pay, it has been necessary to exercise the power vested by law to place mandatory orders at prices determined by the Navy after intensive investigation of the cost of production. This procedure has been necessary both to obtain the finished product and to control raw materials when prices were unduly inflated by reason of wide competition on the part of manufacturers who sought to supply the finished product. Price discussions have been held with the representatives of the leading industries and have resulted in securing many classes of supplies at reasonable prices, in addition to establishing close relations between the Navy and industry. In addition to the peace-time method of competition, it has been possible for the Navy to further assure fair prices by reason of its vigorous use when needed of the price-fixing powers. In order to protect the Navy until such time as the competition order of industry is fully restored it would seem imperative that they should be extended beyond the limits at which they are now fixed.

**Fair prices to the Navy:** In every exercise of the purchasing function the Navy has sought tirelessly to assure fair prices. To this end every means open to it have been actively employed. A few concrete examples of this policy will serve to show the practical results obtained and to further justify the elaborate and detailed study of commodity markets maintained by the Navy since the beginning of the war. In certain instances, after a thorough request for bids had resulted unsatisfactorily, it was found necessary to allocate Government needs among the industry in order that actual production might be assured and at the same time that fair and just prices should be obtained. This practice has been widely followed in the steel industry and has been most successfully applied by the Navy in connection with its purchases of certain classes of food products. Where allocation has failed it has been necessary to commandeer available supplies in order to meet immediate needs. In June, for illustration, in cooperation with the Army, a joint order to commandeer white and kidney beans became necessary. As a result of the order 42,000,000 pounds of beans were secured in California. Many contracts were in force for the sale of the beans which were commandeered, title to pass upon the docking of the vessel at a United States port. In order to protect the Navy's interests and to avoid the obvious increases in cost which would result from the injection of intermediate owners, commandeering orders were entered against the cargoes by wireless, and a fair price, based upon the cost of the product to importers, was fixed. By this means a large supply of the necessary staple was obtained at a great saving to the Army and the Navy, and all parties with equitable rights in the transaction were fully protected.

A successful means of readjusting prices downward has been effected by supplying raw material to the manufacturers. In July, 1917, 3,000,000 pounds of wool were purchased, and the effect upon the market of the price at which wool was offered by the Navy to its cloth contractors was surprising. Although there was no established price control at that time, the action of the Navy helped to stabilize the whole wool situation. Manufacturers state that this wool made it possible for them to obtain satisfactory prices on raw material, and as a result reductions were made in the price to the Navy of finished wool products. In this instance the Navy's small holding of wool prevented the price on contractor's options from exceeding the price set by the Navy on its own supply. A further purchase of 25,000 bales of Australian wool was made under favorable conditions by arrangement with the British Government, and a complete set of samples was made available for the inspection and selection by successful low bidders on manufactured cloth. As a result a direct saving has been effected to the extent of about $1,500,000 and has assured the production of material with which to clothe the fleet. Another instance where the Navy has successfully supplied raw material and so obtained finished products at low prices is seen in the case of high explosives. In a period of unusual demand concerns who had the facilities for fabricating but which were not able to obtain the raw materials at reasonable prices were furnished the raw material by the Navy, which made it possible to secure reasonable prices upon the finished product.

In order to obtain low prices and to avoid a duplication of effort there has been a recent tendency to have one department obtain certain classes of material for the entire war program. At the request of the War Department the Navy now handles the distribution of mercury for the use of explosives, paints, and pharmaceuticals, and by reason of similar request controls all arrangements for inspection, payment, and distribution of imported Indian mica. This practice extends also to the purchase of hemp and kapok by the Navy purchasing organization in the Philippine Islands.

In order to make the fullest use of stored material a permanent naval board of appraisal and condemnation has been established at New York, with authority to take possession of articles needed by the Navy. The board has made inventories of goods of interest to the Navy stored in warehouses and held by banks or forwarding agents for export, in the case of 238 warehouses, 49 banks, and 553 forwarding agents and 223 exporters. By thus making use of finished products instead of placing new orders and by taking material at a fixed price a substantial saving to the Nation has resulted.

The commandeering power was most successfully used in the fall of 1917, when the tin market was mounting rapidly. Upon advices from the collector of customs that a ship with a cargo of 250 tons of pig tin consigned to three owners was about to dock, the 13 tons required by the Navy were commandeered and apportioned among the three concerns. The tin was paid for at 64 cents per pound, the approximate value before the market began to rise. Further arrangements were made to restrain all tin of Navy specification warehoused in New York, and 2,000 tons were placed under seal. As a result of this action, several hundred additional tons were placed at the disposal of the Navy by a dealer at 64 cents per pound, the market at that time being 80 cents. In connection with this operation, the following statement was made a part of the report of the Senate Investigating Committee on Operation of Government Departments:

"The action of the Navy in commandeering tin which was hoarded in the possession of importers and dealers and thereby held from the market when an acute shortage prevailed was commendable."

By reason of the use of mandatory and commandeering orders, the determination of a just and reasonable price was of first importance—the power to fix a price, implying the responsibility to fix it when quoted prices were not fair The Navy has earned a reputation for insisting upon fair prices to apply to its purchases, and this principle

has become recognized as the only substantial foundation for the Government war-time purchasing. The concrete acknowledgment of the soundness of this policy is found in a letter from the chairman of the price-fixing committee to the Secretary of the Navy, in which he states:

"Manufacturers waste their time to attempt to extort unfair prices from the Navy, as it seems to keep itself exceptionally well informed, and uses, as it should, its mandatory orders and commandeering privileges to secure fair prices."

INLAND TRAFFIC DIVISION.

The congestion on the railroads which was generally prevalent at the time war was declared became more serious; and efforts and methods that had previously been used to secure necessary transportation and expeditious movement for Navy and Marine Corps traffic were unavailing.

In the territory north of the Ohio and Potomac Rivers and east of the Indiana-Illinois State line, where were located at least 90 per cent of the industries engaged in the manufacture of war material, the carriers were unable to furnish transportation required for all traffic; and the problem was, and still is, to distribute the transportation properly and fairly and first to those interests directly involved in the prosecution of the war.

For the purpose of protecting Navy interests, a section known as "rush delivery" was created in the Purchase Division of the Bureau of Supplies and Accounts, which accomplished results that were far-reaching, particularly at a time when the Navy was endeavoring to place in commission for effective operation against the submarine the greatest possible number of destroyers and submarine chasers.

The shortage of freight equipment was very acute. Where, during normal times, a few days were consumed in handling freight between point of origin and destination weeks were now required. Contractors found it impossible to secure cars in the required number and were unable to move with reasonable promptness those that they did secure except with the assistance of the Navy.

Toward the end of 1917 the volume of traffic to be handled increased enormously; adverse rail conditions continued; congestion and delays increased; and, mainly due to the unusually severe winter, there resulted the most serious situation known in the history of the railroads.

It was therefore deemed advisable, early in February, 1918, to establish a Division of Inland Transportation in the Bureau of Supplies and Accounts, consisting of a limited number of employees assisted and advised by a few executive representatives of the United States Railroad Administration. This division has so well accomplished the purpose for which it was created that there has been but little serious trouble since in moving with reasonable promptness the war program traffic in which the Navy and Marine Corps were, or are, interested. While much of this improved situation is due to the ability of the rail carriers to take care of all the traffic involved to better advantage at this time, yet the direct action by this division and the assistance that it has been able to render the various bureaus has enabled action to be taken and to result with greater dispatch.

Particular assistance was and is being given to subcontractors who have very little ability to obtain prompt results (if at all) except through the efforts of the Navy and Marine Corps; and the very few complaints that have been made for some months plainly indicate the value of the assistance rendered in the speeding up of the war program.

The measures adopted by the Navy in connection with labor transportation to and from navy yards, shipbuilding plants, and other activities in which the Navy was and is interested have been far-reaching in their effect upon a situation that was adverse in its operation against Navy activities. Results were obtained by inducing in some instances the street railway companies to expand their transportation facilities, thus giving satisfactory transportation conditions and abating the conditions that would in time have become intolerable to labor.

All during the period of increased activity occasioned by the outbreak of hostilities, close attention has been given to the necessity of avoiding unreasonable or excessive transportation charges. The same attention has been given to rate applications to and from contemplated storage sites.

ALLOTMENT AND WAR-RISK DIVISION.

Of great interest to thousands of dependents of our men, in the fleet and scattered through our stations at home and abroad, are the allotments made by the personnel of the Navy. In July, 1917, there were paid about 29,000 allotments, amounting to a little over $860,000. In June, 1918, there were paid 128,000 allotments, amounting to about $2,700,000. During the fiscal year there were paid a total of 849,000 allotments, amounting to over $19,000,000.

The third liberty loan to the Navy was handled by Supplies and Accounts, the work being in direct charge of Admiral Cowle, and the Navy officers and men, Marine Corps, and Coast Guard subscribed a sum of over $18,500,000. It is interesting in this connection to note that every navy yard in the United States gave subscriptions from more than 80 per cent of its employees, all but one over 88 per cent of the employees, and all but two over 95 per cent of the employees. One yard had 100 per cent of the entire number of employees therein subscribing, and the average subscription in this yard was $87.50.

Steps are being taken to put the fourth liberty loan "over the top," so far as the Navy is concerned, with an even greater total as regards the amount of money subscribed.

The war-risk insurance act approved October 6, 1917, threw a tremendous volume of work upon the Navy, and this work was handled by Supplies and Accounts, by a special division created for this purpose, working in close harmony with the Bureau of War-Risk Insurance in the Treasury Department.

Specially trained officers were sent abroad to visit every ship there, and all stations, and to explain to every officer and man, afloat and ashore, the provisos of this act. In addition, they conducted an active selling campaign and saw to it that all requests were sent in in proper form, so that allotments would be paid without delay and without interminable correspondence.

In December, 1917, 11,000 applications were forwarded to the Treasury Department; in January, 41,000; increasing rapidly from month to month in January 20,300 checks being mailed, to the value of nearly $1,500,000, and in June of this year 100,756 checks, of a total of over $4,150,000.

How great a success the war-risk insurance is proving is shown by an examination of the latest applications for insurance received in comparison with the earlier ones, which show an increase of nearly $1,500 on average applications, figures of which are as follows:

| | Average. |
|---|---|
| 1,000 early applications | $7,431 |
| 1,000 intermediate applications | 7,851 |
| 1,000 recent applications | 8,972 |
| Grand average | 8,085 |

The total of 276,841 insurance applications in the Navy July 31, 1918, at this average, makes a total amount of $2,234,216,985 insurance in the Navy.

Of the 345,720 family-allotment applications in the Navy July 31, 1918, approximately 100,000 are "live" allotments. The average allotment per man of these is a few cents over $16, making a total of $1,600,000 per month that the Bureau of War-Risk Insurance in the Treasury Department is paying to Navy dependents on these family allotments.

LOGISTICS AND FUEL DIVISION.

The entry of the United States into war made the development and handling of the fuel problem one of increasingly vital importance to the country at large as well as to the Navy. The increased Navy demands for all classes of fuel and the often diminishing supply, due to many surrounding conditions, such as labor, transportation, etc., have made it necessary that the greatest care be exercised in the solution of the problem. A few luminous examples showing the rise in the demands are:

Bituminous coal: For the fiscal year 1917 the Navy's requirements were approximately 1,200,000 gross tons, while in 1918 the requirements were in excess of 4,000,000 tons, 90 per cent of which was delivered at tidewater points.

Anthracite coal: Three times the Navy's prewar requirements were used in 1918.

Fuel oil: There has been a large increase in the consumption of this fuel and, in 1918, 4,600,000 barrels were handled, over 90 per cent being for delivery at the Atlantic seaboard, this being three times the amount of oil stored in 1917.

Gasoline: Again the requirements treble, and 11,000,000 gallons were delivered at the Atlantic seaboard and Gulf ports, with half a million gallons more on the Pacific coast.

Distillate: 400,000 gallons have been used by the Navy during this past year.

The handling of the Navy's fuel requirements made it necessary to resort to placing allotment orders against various leading suppliers throughout the country on a basis of an equitable share in the total production, great care being exercised to have these allotments represent a proper pro rata of the total production of the companies involved, based upon their percentage of output, proximity to the transportation required, convenience of facilities, etc. The question of the price of coal was fixed in August under Executive announcement and has been modified from time to time to correspond to the increased cost of production of the various districts, the average price during the last half of the fiscal year being approximately $3 per gross ton at mines producing Navy coal.

The problem of Navy coal is further complicated by the fact that high-grade coal only has to be used by the Navy to meet the military requirements. This coal has to be furnished from mines accepted for this purpose after careful inspection and tried experience. Great benefit has been secured to all concerned by the establishment of the Tidewater Coal Exchange, which, for example, permits loading assignments to be handled at any pier in the harbor in question. The equalization of coal credits in the exchange, under the rules laid down, takes care of the distribution between the coal suppliers and mines at interest.

To meet the daily current problem of the storage of coal careful and accurate surveys have been made of all the principal ports, and large Navy storage plants have been constructed at various ports along the coast equipped with the latest and most economical handling and loading devices. These storages, when completed, will represent a capacity of approximately 1,500,000 tons; and in a like manner the reserve storage is being developed for oil and gasoline, in order that ships may be rapidly refueled alongside the pier or in stream.

SUPPLY DIVISION.

During the past year 143,000 requisitions from various sources were handled by this division, covering all possible items of naval stores.

Among the special features developed by the war were the special winter clothing, submarine clothing, and flash-proof clothing. There had been no previous need in the Navy for cold-weather clothing as our fleet has usually spent its winters in southern waters. At the outbreak of the war, however, the need developed, and after consulting British experience, specifications were drawn for winter clothing, which was immediately obtained by Supplies and Accounts, and is now in use on all vessels of the fleet, with spare outfits located at all the supply stations ashore. This clothing consists of two heavy woolen undershirts; two pairs heavy woolen socks; one blanket overshirt; one wind-proof suit with hood; mittens; and heavy arctics; and with this outfit a man on watch can stand the coldest winter blasts.

The submarine clothing is another special item which has received special attention; and the special garment now in use, although being modified from time to time, as experience teaches, has been very satisfactory.

The development of the aviation clothing kept pace with the development of our air fleet, and by the fall of 1917, 1,500 outfits were on hand and many more have since been purchased. These outfits are being changed from time to time as experience proves the necessity.

The radical development of special clothing was the adoption of flash-proof clothing, which protects the men at guns from the danger of sparks and fire. A board specially appointed for the purpose inquired extensively into the matter, and this clothing is now being obtained for use aboard all ships needing it.

An important and little-heard-of function of Supplies and Accounts is the salvage of scrap and condemned material. The sale of garbage, for instance, previously discarded, will, it is estimated, result in ultimate returns this year of at least $100 000. With the cooperation of Yards and Docks utilization is being made of former wood waste to produce heat. The saving is conservatively estimated this year at $300,000. More careful attention is being paid to the reworking, repair, and salvaging of all other scrap materials, and the whole question of salvage is being placed on a modern scientific basis. It is not exaggerating to state the ultimate gain this over last year will be at least $500,000. Not only does this represent a direct dollar-and-cent saving, but it goes further, as it saves the production elements all over the country.

The question of storage in the Navy has taken great strides. The tremendous burden thrown upon it in order to take care of the immense amount of stock needed to supply the fleet and shore establishments at the outbreak of the war meant that storage space must keep pace with the increase in stock. Supplies and Accounts and Yards and Docks, working in closest harmony, show results in the following buildings already completed or near completion:

New York Yard: 11-story building, area 712,900 square feet.

Philadelphia: 7-story building, area 307,900 square feet.

Boston: One 8-story storehouse and one 10-story storehouse adjoining, area 900,000 square feet.

Mare Island: 4-story building, area 128,700 square feet.

Charleston: 4-story building, area 96,600 square feet.

Puget Sound: Nine-story building; area, 287,800 square feet.

New London: Four-story building; area, 57,000 square feet.

Hampton Roads: Six-story building; area, 352,423 square feet.

Newport: Four-story building; area, 59,409 squart feet; cost, $147,833.

Washington: Five-story building; area, 137,500 squart feet; cost, $376,751.

In order to relieve the congestion in the navy yard at Brooklyn and also at Norfolk and to permit the industrial activities of those yards to be properly expanded for repairs of the fleet the supply bases at South Brooklyn and at Jamestown will be developed as the two primary issuing and equipping points for the augmented fleet. Inland storage has been located at Phillipsburg, N. J., immediately across the river from Easton, Pa., from which point bulk supplies will be distributed to the issuing yards and bases along the coast.

Under the explicit direction of the Secretary of the Navy, the development of Navy storage has been rapidly made along the following lines: Permanent storage of sufficient amount to meet the needs of the Regular Navy in peace times, together with such temporary storage as may be necessary at this time to meet war conditions, this being in strict compliance with the Secretary's firm stand not to spend a dollar or use a bit of material or any man power unnecessarily during the war.

OVERSEAS DIVISION.

It will be interesting to note that in all the shipments of Navy stores abroad in naval supply ships or ships consigned to the Navy for this purpose only two vessels have suffered damage, one being torpedoed and the other from fire within. The former vessel did not carry a large cargo, and the greater portion of the cargo of the latter vessel was salvaged. It will be seen that the steady flow of naval supplies abroad to our fleet operating there has been practically uninterrupted.

The shipment of seaplanes—more than 403 to date—has been without mishap.

DISBURSING DIVISION.

As of interest to show the rise in expenditures during the last fiscal year, in July, 1917, Supplies and Accounts paid 5,498 vouchers, amounting to $22,250,000; in June, 1918, 13,202 vouchers were paid, amounting to $62,160,000; and a total disbursement during the fiscal year on 121,931 vouchers amounting to $593,251,526.45—in this one, but largest, disbursing office of the Navy.

The largest part of the accounting efforts of the past year has been required in connection with the purchasing of materials in cases where the determination by the Navy itself of cost and proper compensation has been necessary; i. e., in all cases where, for one reason or another, a fixed-price contract could not be entered into or could not be entered into without investigation and where the product contracted for did not fall under general price agreements controlled by the War Industries Board.

The situation as regards wages, cost of materials, and financing of additional plant capacity has, of course, been such as to make it necessary for many manufacturers to ask for cost-plus contracts; on the other hand, the Navy, in order to avoid the necessity of allowing manufacturers a wide margin for contingencies, has found in many cases that its interests required either a cost-plus contract, with a continuous and careful inspection of costs thereunder, or special investigations of bids and estimates whereby a fair fixed-price contract could be entered into or a fair final price awarded under Navy commandeering orders for manufacture.

In order to meet these conditions a force has been organized, which at the end of the fiscal year included 15 officers and 225 junior accountants and clerks in Supplies and Accounts, and 130 officers and about 2,000 junior accountants and clerks in the field, located throughout the country at about 100 major plants and shipbuilding yards and several score of small ship-repair yards and machine shops.

The activities of this organization have resulted in actual concrete savings to the Navy of $11,000,000, without attempting to estimate what further amounts would have been charged to the Navy had the control exercised by this organization been absent.

This control has been exercised, on the whole, with little friction. The accounting organization has been imbued with the idea that a way must always be found to prevent the Government's money from being wasted without interfering with the expeditious prosecution of the work.

The sphere in which the application of this cardinal principle has been most necessary is in the administration of the cost-plus contracts. Supplies and Accounts has been concerned with the inspection of costs under three general forms of these contracts, which, due to the organization of the Navy Department, have been administered in three separate ways: First, the manufacturing contracts, including guns, airplanes, forgings, special devices, and supplies, aggregating $124,000,000; second, shipbuilding contracts; and, third, the ship-repair contracts, under which have been expended $168,000,000 and $25,000,000, respectively. Payments under public works cost-plus contracts have been made by the disbursing officers upon the certificates of the engineers of the Bureau of Yards and Docks.

Other financial matters of unusual complexity which have arisen have included adjustments with the Shipping Board, the War Department, the allies, and private parties on account of charter rates, freight rates, and inventories on cargo vessels and troop transports seized, purchased, or built; adjustments of accounts receivable and payable with the British and French missions and other departments of the Government; foreign exchange matters arising in South America, China, Turkey, and Europe; the shipment of money; the organization of accounting systems for the new Navy plants; development of accounting systems for the naval districts and the naval overseas transportation service, and the meeting of the many new problems arising in navy-yard accounting with respect to cost keeping and the interpretation of legislation and decisions affecting yard labor.

As to the manufacturing contracts, of which there are 71 in force at 47 plants, Supplies and Accounts is able to speak with knowledge of all phases of the problems which have arisen, from the preliminary negotiations with the contractors to the final settlement. It can be said that notwithstanding the obvious objections to cost plus the operations under these contracts have been on the whole satisfactory.

The general weakness of the cost-plus contract from the standpoint of the Government is, of course, the tendency toward lack of interest or effectiveness on the part of the manufacturer in keeping costs down.

As a partial offset to this, wherever practicable, the profit under the contract has been made a lump sum instead of a percentage of cost; in such cases there obviously exists a certain incentive on the part of the manufacturer to turn over the work promptly, and thus cheaply, and realize his profit, since dragging out the work or inflating the cost will not increase his profit, but will merely tie up his plant and capital for a longer period.

Other and more universal methods of control over waste have been exercised. The first is the careful drawing of the contract to exclude expenses not properly chargeable to Government product. The chief of these is a considerable group of charges such as advertising, bad debts, discounts, commissions, etc., in general to be described as selling expenses, which, in fact, as the Government takes up more and more of the capacity of the plant, gradually tend to disappear. A further group of charges embraces those which, while some manufacturers

customarily include in overhead, are in reality a proper charge to capital account, such as extraordinary repairs to buildings, etc., or a proper charge to profit and loss or surplus account, such as interest, income, and profits taxes, losses on contracts, excessive salaries, etc.

Further than this, a system of control over methods of purchase and prices of material and plant procured by the contractor has been established; tool rates and depreciation accounts have been examined and wage schedules compared with the rates prevailing in the vicinity. All wage schedules have been submitted to the Secretary of the Navy for approval in conformity with the general labor policies of the Government. Though the high cost of labor is sometimes attributed to the wide vogue of the cost-plus contract it is believed that on the whole it can not fairly be so attributed. It is due rather to general conditions and policies in which the form of contract under which labor is employed is but a minor factor. Apart from the wage element in the high cost of labor there is of course to be considered the question as to whether the day's pay represents a full day's work. Careful attention has been given to this feature of cost inspection and each Navy cost inspector has a force of competent and trustworthy men to cover this matter day and night.

In the light of actual experience much attention has been devoted in the past year to perfecting the cost, profit, and compensation provisions of the standard manufacturing cost-plus contract. Few contracts providing for a percentage profit have been executed; wherever practicable the fixed profit form being used. The lump-sum profit is based on a percentage of the estimated cost of production, frequently with a provision that should the cost of production fall below the estimated cost named in the contract the saving will be divided between the contractor and the department. The percentage of such savings allowed to the contractor ranges from 10 to 50 per cent, according to the closeness with which it was possible to figure the estimated cost. Before including the estimated cost in a contract of this kind examinations of the cost estimates of the contractors were usually made by officers of Supplies and Accounts to determine the reasonableness of the estimate.

Examination of the accounting systems of several hundred commercial concerns has disclosed the unmistakeable fact that nowhere in the country has as much care and study been given to the development of a proper cost-accounting system, with all that that means in control, economy, and efficiency, as has been devoted to the navy-yard system.

During the fiscal year 1918 accounting departments were established at the Naval Aircraft Factory, Philadelphia, and Naval Ordnance Plant, South Charleston, W. Va. The industrial accounting system in use at other industrial navy yards in general was installed in these plants.

A comparison, as indicated below, of the amount of the expenditures and the number of employees at the industrial navy yards in the United States between the fiscal years 1917 and 1918 represents the expansion of the activities of these yards due to the war, and is an index of the increased burden placed on the accounting organizations of the yards:

| Yard. | 1917 | 1918 |
|---|---|---|
| Portsmouth | $3,923,415 | $10,269,423 |
| Boston | 7,427,914 | 22,380,532 |
| New York | 19,612,639 | 78,963,702 |
| Philadelphia | 7,269,964 | 25,185,948 |
| Washington | 12,631,638 | 29,368,183 |
| Norfolk | 10,781,886 | 24,010,703 |
| Charleston | 3,020,396 | 9,623,645 |
| Mare Island | 6,870,180 | 18,236,812 |
| Puget Sound | 3,629,096 | 14,064,154 |

| Yard. | Number employed June 30, 1917. | Number employed June 30, 1918. |
|---|---|---|
| Portsmouth | 2,364 | 4,794 |
| Boston | 4,484 | 9,822 |
| New York | 10,499 | 16,687 |
| Philadelphia | 6,406 | 9,378 |
| Washington | 6,833 | 10,639 |
| Norfolk | 7,130 | 10,168 |
| Charleston | 2,983 | 4,531 |
| Mare Island | 4,219 | 8,006 |
| Puget Sound | 2,496 | 5,499 |
| Total | 47,414 | 79,253 |

The increase in statistical data in connection with naval expenditures has been extremely heavy. This increase has been due to the establishment of accounts for new stations and vessels; additional number of supply and disbursing officers rendering returns; and the increased

number and value of expenditures for the naval service. During the year approximately 400 additional accounts for stations ashore and 20,000 for vessels have been established.

From March until July 1, 1918, approximately 1,400 contracts were examined and briefed, 1,393 cost schedules prepared, and at the end of the fiscal year there were 913 open contracts on the books. During this period the amount of material thus consigned and accounted for was $42,500,000.

It has been necessary for the Navy to determine freight rates for the transportation on naval vessels of cargo for the allies, other Government departments, and private parties, made necessary by the ocean tonnage situation. The Shipping Board has cooperated in this matter as well as in the matter of making settlements with the owners of the requisitioned vessels for the value of consumable and nonconsumable stores on vessels assigned to the Navy.

Early in the fiscal year the foreign exchange situation in South America made it necessary to obtain authority from the Treasury Department to negotiate and account for bills of exchange at the commercial rate in order not to work a hardship on the officers and men of the Navy by paying them at the mint value, which had been the former practice.

In Great Britain and France the establishment of depositories by the Treasury Department in London and Paris has provided a satisfactory method of taking care of disbursing requirements overseas.

In response to the suggestion of the military governor of Santo Domingo that the fractional currency of the Republic was very scarce and that he believed the prestige of the United States in the island would be greatly enhanced by the use of fractional currency of the United States, licenses for shipment of small coin were obtained from the Federal Reserve Board.

The number of requisitions drawn on the Treasury Department and the amount of money placed to the credit of the Navy disbursing officers are as follows:

| Month. | Number of requisitions drawn. | Amount of money withdrawn from Treasury. |
|---|---|---|
| July | 253 | $70,951,500.00 |
| August | 224 | 65,371,500.00 |
| September | 215 | 68,535,000.00 |
| October | 222 | 115,013,000.00 |
| November | 255 | 120,854,000.00 |
| December | 282 | 116,468,500.00 |
| January | 294 | 136,504,500.00 |
| February | 238 | 89,523,700.00 |
| March | 334 | 143,325,000.00 |
| April | 302 | 136,109,000.00 |
| May | 305 | 160,064,899.05 |
| June | 333 | 155,014,227.24 |
| Total | 3,257 | 1,377,742,826.29 |

The number of public bills paid has been as follows:

| | |
|---|---|
| July to September | 82,937 |
| October to December | 115,180 |
| January to March | 137,970 |
| April to June | 169,892 |
| Total | 505,999 |

## Bureau of Ordnance.

The service of the Bureau of Ordnance of the Navy Department includes supplying guns and their control equipment, together with powder and projectiles, to all ships in the Navy. It also provides, among other things, armor plates for battleships, torpedoes and their launching apparatus, all our naval mines, and the many new devices that have been developed to combat the German submarine.

Because of the vast quantity and variety of material that must be supplied the organization of the bureau is in the nature of a committee of experts.

The work of the past year has largely dealt with an enormous expansion along lines laid down prior to the declaration of war. As early as 1915 plans were drafted in preparation for war, should it come. When the President signed the declaration of war—April 6, 1917—telegrams were dispatched setting in motion the machinery that had previously been prepared, and during the past 17 months the work of the bureau has increased almost 2,000 per cent.

### PREWAR EXPENDITURES.

For the two or three years prior to the war the expenditures were in the neighborhood of $30,000,000 a year. For the fiscal year ending June 30, 1917 a period which included about three months of war, they jumped to $108,450,000.

Appropriations for the fiscal year 1918, which cover the period from July 1, 1917, to June 30, 1918, reached the enormous total of $585,922,000.

For the current fiscal year—that is, the period from July 1, 1918, to June 30 1919—the appropriations already made total $304,210,000.

The bureau operates many ordnance plants and factories, some of which are owned by the Government while others have been requisitioned or are operated under contract or on a "cost-plus percentage of profit" basis. Vast quantities of material are also purchased on contract.

Chief among the plants and stations operated is the naval gun factory, located at Washington, D. C. Since the declaration of war this factory has almost doubled its output, and employs nearly 9,000 men. Fifteen acres of adjoining land have been purchased and six large buildings are nearing completion thereon. The naval gun factory builds many of the guns and by far the greatest amount and variety of the special ordnance equipment for them. It has orders for over 50,000 articles for the Navy on its books now, and it is doing work that private concerns have confessed themselves unwilling to attempt. In addition to the new construction mentioned many of the shifts have been rearranged and enlarged to increase their output.

NAVY POWDER FACTORY.

The Navy powder factory at Indianhead, Md., manufactures powder of the highest grade for use in the big guns, employs 1,100 men, and covers a square mile. Additional buildings and machinery, together with a new generating station, are being erected and installed, and the capacity of this plant is increasing rapidly.

The torpedo station at Newport, R. I., a large plant, is engaged in the manufacture of torpedoes. Its facilities have been increased during the past year.

Numerous ammunition depots located throughout the country prepare the powder charges load and fuse the shell, handle high explosives, and ship the ammunition to vessels in the naval service. Among recent additions to facilities is an automatic-mine-loading plant of great capacity and of new design.

Despite the huge increase in number of guns supplied during the past year and the restricted area and inadequate facilities of the present naval proving grounds, the Bureau of Ordnance has continued to test every gun there, as well as to assign every powder charge, test every lot of shell, fuses, cartridge cases, armor plate, and do all ammunition experimental work.

Congress has very recently authorized the Navy to acquire a large tract of land along the Potomac River a number of miles below the present proving ground on which a new and longer gun range is being laid out. The necessary preliminary work is now going on at a rapid rate, and it is hoped that the proof of our long-range guns at battle ranges on this new proving ground will begin at a very early date.

On June 4, 1917, 180 acres of land were obtained at South Charleston, W. Va., for a projectile plant. The construction of buildings was immediately begun, machinery of the most modern type ordered and installed, and the plant is now in operation. The designs for an armor-plate factory have been entirely completed and much of the machinery is now on order.

In one plant taken over by the bureau manufacturing steel forgings, the output was increased 300 per cent within two months after Government managers were installed. In another plant, manufacturing binoculars and optical instruments, the previous output was about 100 accepted pairs per week. Over 75 per cent of the binoculars made failed to pass inspection tests. Under Navy control the output, without the installation of new equipment or improved machinery, is now nearing 1,000 pairs per week. Practically every pair made passes inspection.

The naval warfare of the enemy has brought many new developments. One of the most important steps taken by the United States was the arming of its merchant steamers as well as the naval auxiliaries, transports, mining vessels, subchasers, etc., following the severing of diplomatic relations with Germany.

The first merchant ship to be armed was the oil tanker *Campana*. Guns, manned by Navy men, were on board when she sailed on March 12, 1917. The big American passenger liners *New York* and *St. Paul* were armed on March 16, the *Kroonland* and *Mongolia* on March 19. And continuously, up to the present time, merchant ships, as they have become available, have been armed and provided with Navy gun crews.

GUNS FOR SUBCHASERS.

Guns have likewise been furnished to more than 650 patrol boats, to all our subchasers, to the Army, and many to foreign Governments. These guns vary in caliber from the 14-inch naval guns on British monitors to the 6-pounders on the French fishing fleet. Since the arming of the *Campana* more than 1,600 vessels have been furnished with batteries, ammunition, spare parts, and auxiliaries—a procedure which had never been contemplated by the department prior to the outbreak of the war.

Constant work has been done in the matter of armor-plate development, and considerable progress made during the past year. The problem of correct amount and location of armor on battleships and battle cruisers has received special attention.

Behind the gun supply there must, of course, be an adequate reserve of ammunition. In spite of the huge increase in the number of guns in service, sufficient ammunition has been provided without delay. Con-

tracts for projectiles were placed in time so that a sufficient reserve was on hand. The call for explosives, however, not only for use in guns but for the many other offensive purposes has far exceeded the capacity of the naval powder factory, and the predetermined quantities necessary to complete the war reserve have been obtained from private factories under contract.

Owing to the great demand from both the Army and the Navy for the standard high explosive, T. N. T., or trinitrotoluol, the bureau has decided to use a new substitute product which promises to be satisfactory and of which an ample supply seems available to supplement the output of T. N. T. and make greater quantities of the latter available for Army use.

MANY INVENTIONS.

The task of combating the German submarine has brought the invention of many new devices. An efficient means of attack against the submarine was found to lay in the use of depth charges, or explosive charges, fitted with a mechanism designed to explode the charge at a predetermined depth below the surface of the water. The force of explosion of a depth charge dropped close to a submarine is sufficient to disable or sink it. An American type of depth charge has been developed and issued in quantity to our forces. A quantity of the British type is being manufactured for that navy.

In addition to the depth charge, smoke-producing apparatus has been provided to enable the ship to conceal herself in a cloud of smoke when attacked by a submarine and thus escape. Several types have been developed and the proper type issued to ships according to the character of the vessel. Vessels having the necessary gun power prefer usually to engage in gun duels rather than escape in a smoke screen.

After a study of the various types of mines in existence, the bureau has developed an American mine operating on an entirely new principle which also comprised the good points of all existing mines. This mine is now being manufactured in quantity, and large numbers are being supplied for use in the war zone and elsewhere.

The ordinary pointed projectile, hitting the water almost horizontally, is deflected and ricochets. Consequently the hull of a submarine below the surface of the water is protected from ordinary shell at short ranges. A special type of nonrichocheting shell, which has been issued to ships sailing in the war zone, was developed early in the year for use against submarines.

SEAPLANE DEVELOPMENT.

As the seaplane is an important means for attacking the submarine, special attention has been given to the development of aircraft devices. The past year has brought the perfection of the nonrecoil gun, and the Lewis gun has been adapted to seaplane use.

Aircraft bombs designed to explode either on impact, if they hit a submarine, or at at a predetermined depth, like the ordinary depth charge, have been developed, and the required quantities are being made. Sights for their accurate aim and improved seaplane cameras have accompanied them.

The first year of war saw the completion of the latest type of naval 16-inch gun throwing a projectile weighing 2,100 pounds. Our newest battleships will mount them. At present our largest battleships mount 14-inch guns, which throw a projectile weighing 1,400 pounds.

In this connection it is interesting to note that broadside weights have tripled in the short space of 20 years. The total weight of steel thrown by a single broadside from the *Pennsylvania* to-day is 17,508 pounds, while the total weight thrown by the *Oregon*, the largest ship at the time of the Spanish-American War, was 5,660 pounds.

A 14-inch, 50-caliber gun is 700 inches, or 58⅓ feet long. It weighs, without the mount in which it is supported in the turret of the battleship, nearly 95 tons. Its cost is $118,000.

The program of the Ordnance Bureau of the Navy for 1918–19 is in the nature of further developments along the broad lines laid down in its work during the past year.

The real major accomplishments of the Navy Bureau of Ordnance can not be told, as to do so would disclose important naval operations. Some of these operations are now under way; some only in the planning stage, after acceptance by the allies.

The bureau has conceived and put into execution extensive offensive operations. As is natural it leans to the offensive rather than to the defensive side of warfare. Material of entirely new possibilities for part of these expeditions has been not only originated but designed and produced in the bureau. The bureau can not relate what it is most proud of accomplishing in the time since the war commenced.

The new and frightful methods of warfare practiced by the Huns have not only called for an undreamed of quantity of our principal weapons—guns, shells, and powder—but also for new offensive weapons with which the new conditions of warfare on the seas are being met.

America still lays stress on offensive fighting, and her aim is not merely to equal the weapons of her enemy but to produce new and better ones with which he may be overcome

The arming of more than 650 patrol boats, of hundreds of transports, merchant ships, and naval auxiliaries, as well as the supply of ordnance material to "sub" chasers, the Army, and to foreign governments, has taxed the manufacturing facilities of the bureau.

To meet these demands the Navy has converted large manufacturing plants into gun and shell factories, and where plants were not available for conversion new ones have been built. Since the beginning of the war over 1,600 vessels have been furnished with Navy guns.

To properly provide the Navy with the ordnance material that it needs, the bureau now operates many plants and factories. Among these are:

The Naval Gun Factory, located at Washington, D. C., which, since the beginning of the war, has more than doubled its output and to-day employs 9,000 men.

The Naval Gun Factory builds many of our guns, and an enormous amount of the equipment for them.

The naval powder factory, located at Indianhead, Md., which manufactures powder of the highest grade for use in big guns and which now covers a square mile and employs 1,000 men.

The torpedo station at Newport, R. I.

The output of all these plants, the new sources of supply as well as the old, has been on the whole satisfactory. The majority have made good, and, in consequence, ordnance to supply the rapidly increasing numbers of men and ships in the Navy and merchant marines is keeping pace with the demand and should soon forge ahead, permitting the accumuation of a reserve of ordnance material that the Navy's war policy rightly demands.

Only the salient facts in the field of new naval ordnance can be mentioned, because it is inadvisable to discuss them publicly.

Many of the achievements of which the Navy Bureau of Ordnance is most proud must accordingly be omitted, yet among the new developments, we may mention the new Navy 16-inch gun, the most powerful Navy gun under construction or designed for use at sea as far as it is known, which was successfully tested last April. A howitzer shooting a heavy depth charge fitted to detonate below the water or in contact with a submarine is one of the devices that is aiding in exterminating the U boat.

Although many of the other devices used against the U boat had been developed abroad, partially, if not entirely, before our entry into the war, for a number of reasons it was found to be more advisable to proceed with the design of American types of these weapons that would prove to be more adaptable to American manufacturing methods. In this way an American type of depth charge was designed and is now being produced in quantity.

A large supply of depth charges means that the destroyers may use them without stint, and the chances of a successful attack against a U boat when it is sighted are enormously increased. The supply of depth charges from this country has probably reduced the U boat's sinkings more than any other one cause. Hun prisoners from U boats have stated that German submarine commanders are cautioned that American depth charges explode with great and unusual violence.

Similarly, an American type of mine, operating on an entirely new principle, which is believed to combine all the good points of the foreign mines and to be one of the safest mines in the world to handle, while at the same time a very effective weapon, was developed.

The work in developing this mine and the success attained has been particularly pleasing to the bureau. The output of mines in this country for one single day is now equal to the total output for an entire year before the war. In order to reach this production, manufacture of parts has been undertaken in hundreds of factories throughout the country and a large mine filling and assembling depot has been developed here. In addition, a large final assembling and testing depot has been established abroad. The efficient manner in which this great number of mines is assembled and tested is very impressive.

The enormous demands for explosives for mines, depth charges, and similar purposes showed that a shortage would soon result. Therefore, a new type of explosive, utilizing products not previously used, but available, was sought and adopted by the Navy to help out the situation. A large plant is being built in the West to produce it.

Many of the devices which can merely be briefly named have been developed and are being supplied. Among these are signal rockets and recognition stars, a new and more efficient type of apparatus for producing smoke screens, illuminating projectiles, etc.

Not only has armament for ships of the sea been carefully followed and developed, but armament for airships, seaplanes, was given early attention, and bombs of various types, together with necessary machine guns, large caliber nonrecoil guns, etc., were placed in manufacture and have met the demands of the service. New and improved bomb sights have given much satisfaction. Various training devices for bomb dropping and gunners have been supplied.

It is the policy of the bureau to endeavor to anti[illegible] the service and to proceed in advance to meet them. [illegible], the bureau endeavors to suggest to the Chief of Naval Operations such projects as can be effectively carried out with ordnance material that can be made available.

Accordingly the bureau has conceived and put into operation extensive offensive operations. As is natural it leans to the offensive rather than to the defensive side of warfare. Material of entirely new possibilities for part of these expeditions has been not only originated but designed and produced by the bureau. The bureau can not relate what it is most proud of accomplishing in the time since the war commenced.

BUREAU OF STEAM ENGINEERING.

Brief summary of work under cognizance of the bureau done since the United States entered the war:

Since the United States entered this war the magnitude of the engineering work of the Navy, both mechanical and electrical, has been, not only in its actual amount but in the rapid development of facili-

ties for its execution, without a parallel for the same period of time in the history of the world's navies.

The reasons for this are manifest in the swift growth of the huge fleet which the Navy now operates for the protection of our coasts from naval attack and of our coastwise shipping from submarines and mines, for guarding the steamer lanes to Europe, for offense against the submarines in British and French waters and in the Mediterranean, and, in conjunction with our allies, for keeping watch and ward over the German high-seas fleet in the North Sea.

It is a truism to say that, both on land and sea, this is very largely an engineering war. Hence, the construction, repair, and supply of this vast aggregation of vessels has been, and is, the work of engineers of all branches within and without the Navy.

SHIPS OPERATED BY THE NAVY.

In battleships, cruisers, gunboats, destroyers, mine ships, submarines, submarine chasers, torpedo boats, and auxiliary ships the Navy is now operating a total of about 570 regular naval vessels.

In addition, it is operating 93 vessels drawn from the Coast Guard, the Lighthouse Service, the Coast and Geodetic Survey, and the Fish Commission.

Further, the Navy is operating a fleet of 937 converted merchant vessels, comprising troop transports, mine sweepers, repair ships, tenders, hospital ships, yachts, tugs, and fishing vessels for distant patrol service, and yachts, tugs, and launches in similar service in the various naval districts on our coasts.

And, finally, it is now operating for the Army and Navy 247 vessels of the naval overseas transportation service, with 112 more to be commissioned shortly.

These various items make a grand total of 1,959 vessels on a naval contribution to date to the allied forces waging the world war.

SHIPS NOW BUILDING.

In navy yards and private plants there are now under actual construction a large number of combatant and auxiliary vessels and tugs for the Navy.

The machinery for these vessels is being built either by the machinery division at navy yards or at private plants under the supervision of inspectors designated by the Bureau of Steam Engineering.

EXTENSION OF PLANTS AT NAVY YARDS.

Very extensive facilities are required for handling the construction and repair work for this vast fleet

Large extensions of the plants under cognizance of this bureau have been made at virtually all of our navy yards. These extensions are especially noteworthy at the New York, Mare Island, and Puget Sound yards, where provision was made for work of the heaviest character, and also at the Philadelphia and Norfolk yards, where new machine shops and foundries were built.

PRIVATE PLANTS—EXTENSIONS FINANCED BY THE NAVY.

The Navy Department has also expended many millions of dollars on private plants in financing the extension of their shops or in building and equipping shops for wholly new plants.

(a) Thus a plant for constructing turbines was equipped for the General Electric Co. at Erie, Pa.

Also at Erie a new plant was built and equipped to be operated by the Erie Forge & Steel Co., for the production of shafting and gun forgings.

(b) A plant for building turbines was constructed and equipped at Buffalo, N. Y., for the Bethlehem Shipbuilding Corporation.

And, for its subsidiary, the Fore River Shipbuilding Co., a new boiler shop was built at Providence, R. I., and an entirely new machine shop 300 feet long, was built at the Fore River Yard. Also a new machine shop was built for this company at Quincy, Mass.

(c) At the Bath Iron Works the Government financed the enlargement of the shops to expedite the delivery of destroyer machinery.

(d) The shops of the Pollak Machine Co., Cincinnati, were extended for the production of destroyer shafting.

(e) The forge plant of the Allis-Chalmers Co., Milwaukee, has been extended for the production of destroyer and gun forgings, and a heat-treatment plant installed there. Further, at Milwaukee, the plant of the Falk Co. has been enlarged to cut the gears for the reducing gears of destroyers. There are only two firms in this country which can do this work.

(f) In order to provide destroyer propellers, the brass foundry of the Cramp Shipbuilding Co. was enlarged.

(g) For the Union Iron Works, at San Francisco, a new shop was erected at Alameda, in order to facilitate the construction of destroyer machinery.

The department has had to equip, in this way, a number of smaller establishments. The entire cost of financing these industries will be about $30,000,000. The general type of contract under which these plant extensions were made, is that the Government equips, and if necessary builds, the shops required. And, after the work ordered by the Government is completed, an appraisal will be held to determine the value, to the company concerned, of this new equipment, the company generally having the option of purchase at this figure.

DISTRICT BASES.

About 18 bases have been established in the various naval districts for the repair and maintenance of all district vessels, such as patrol

ships, submarine chasers, destroyers, gunboats, and submarines. These bases have been equipped and supplied by this bureau with all necessary facilities for machinery repairs.

MECHANICAL SCHOOLS.

Numerous schools have been established throughout the country for training mechanics for all classes of vessels and for the Aviation Service. These schools have a complete machinery and hand-tool equipment for this purpose installed by this bureau.

REPAIR OF EX-GERMAN SHIPS DAMAGED BY THE VANDALISM OF THEIR CREWS.

The swift repair of the German ships taken over by this Government forms one of the most striking stories in the history of engineering in our Navy. When war was declared, 103 of these ships of all types were thus taken over, and, of these, practically all were found to have been more or less damaged willfully by their German crews.

In general, the vandalism consisted in breaking main engine cylinders, valves, cylinder heads, steam and exhaust nozzles, and circulating pump casings. One vessel had the connecting and piston rods of the main engines and the stay rods of the boilers sawed nearly through. Several vessels had boilers either ruined or very badly damaged by lighting fires with no water in them.

In addition to remedying this vandalism, extensive repairs were necessary owing to the long period of idleness of these ships and also to the generally run-down condition of the machinery and boilers of many of them.

The grave importance to our Government of their speedy repair is shown by the fact that 20 of the 103 converted to transports can carry about 70,000 troops in one trip.

In about five months, by working day and night, these 20 transports were put in good condition and were in service carrying troops. The repairs were expedited by the fact that the Navy Department put the ships in commission when they were taken over and their crews did much of the work.

The damages were repaired by electric welding, oxyacetylene welding, and by mechanical patching. While the damage was very serious in some cases it was not necessary in any case to renew a cylinder—a fact which redounds greatly to the credit of the welding and the welders.

After the completion of repairs the machinery was subjected to the test required of new machinery, and in addition every vessel was given a 48-hour speed trial to test its machinery throughout. No damaged part which had been thus repaired failed under test. After the speed trial all the vessels were at once placed in service.

Preliminary to the repairs every piece of machinery of the boilers and piping was given a thorough examination in search of vandalism. This work in reality took more time than that required for repairs.

INSPECTION OF ENGINEERING AND OTHER MATERIAL.

This is one of the most important branches of this bureau's work, not only in its own field but for other bureaus.

For example, during the fiscal year 1918 there were inspected—for the Bureau of Steam Engineering and for the Bureaus of Yards and Docks, Supplies and Accounts, Construction and Repair, Ordnance, Navigation, and Medicine and Surgery—a total of 784,427,945 pounds of engineering and other material, of which 97.4 per cent were accepted.

This material was inspected in 2,067 manufacturing establishments by a total force of 306 naval officers and civilian assistants.

RADIO TELEGRAPHY.

All matters relating to radio equipment—design, purchase, installation, maintenance, repair, and replacement—on naval vessels and in United States naval radio stations on shore are—except the actual operation by the radio personnel—directed by the Bureau of Steam Engineering.

Prior to the entrance of the United States into the war the existing naval radio installations afloat and ashore numbered about 305. In the 18 months since then the number has grown enormously and is now between 4,000 and 5,000.

VESSELS.

Thus the radio installations for ships built and under contract are now approximately 4,000. This number includes all vessels of the Navy, combatant and auxiliary of the Army, and of all other branches of the Government, including the United States Shipping Board Emergency Fleet Corporation.

SHORE STATIONS.

The radio service on shore has increased to such an extent that this bureau now maintains approximately 210 stations. These include high-power stations to replace the cables, if necessary, for trans-Atlantic and trans-Pacific communication; section patrol radio stations, radio service at aircraft stations, radio compass stations, listening-in stations, and the entire chain of commercial radio stations formerly operated by the Marconi and other companies.

TRANS-ATLANTIC COMMUNICATION.

A new United States naval high-power radio station, the most powerful in the world, is now being completed in France for trans-Atlantic communication, under the direction of the Bureau of Steam Engineering.

For similar service the Annapolis high-power station, just completed, is not only the most powerful in the United States but, for the time, in the world.

Four high-power radio stations in the United States—namely, those at Sayville, Tuckerton, New Brunswick, and Marion—have been remodeled and enlarged for trans-Atlantic service.

A high-power radio station is nearing completion at El Cayey, P. R., which can be used for trans-Atlantic service, and will as well insure uninterrupted communication with our West India possessions.

The plans of an additional high-power trans-Atlantic radio station, to be located in the southern part of the United States, are practically completed, and the station has been authorized. Also three radio receiving stations, capable of copying radiograms from European stations, have been developed.

TRANS-PACIFIC COMMUNICATION.

The chain of trans-Pacific radio stations, located on the Pacific coast, in the Hawaiian Islands, and at Cavite, have been improved and enlarged, as have also the intermediate stations at Tutuila and Guam. The Marconi Co.'s high-power trans-Pacific circuit, Bolinas-Marshalls and Kahuku-Koko Head circuits, is maintained in such condition that it can be immediately opened for service if the military situation should require increased facilities for trans-Pacific communication.

AMERICAN MERCHANT VESSELS.

In addition to the radio service on all Government-owned vessels, including those of the United States Shipping Board, this bureau is responsible for the radio equipment on privately owned American merchant vessels requisitioned by the United States Shipping Board. Therefore the radio equipment on practically all vessels flying the American flag is under the direction of this bureau for all matters other than operation and personnel.

RECENT ADVANCES IN RADIO SERVICE DEVELOPED BY THE BUREAU OF STEAM ENGINEERING.

The use of radio for fire control on ships and aircraft has been developed into a practical service.

The development of the radio compass has progressed to such an extent that this instrument is now of the utmost value, making it possible for ships to determine their position at sea by means of radio, and also to ascertain the location of stations, either on shore or afloat, sending out radio signals. Further, by this instrument enemy secret wireless stations may be located, and as well the position of a submarine using radio.

A system of underground radio reception has been developed, which obviates the use of masts to support overhead antennæ. This is of great value economically and from a military viewpoint.

The distant control of all principal radio stations has been established, thus permitting the sending and receiving of radio signals in the immediate vicinity at the same time.

Cooperation has also been given in the development of the radio telephone transmitter. These instruments are used in large numbers on vessels of the Navy and elsewhere in the naval radio communication system.

SUMMARY.

From this brief review it will be seen that many of the advances in the science of radio communication, particularly for military purposes, are due primarily to the Bureau of Steam Engineering. This is true especially of the bureau's work in this line since the United States entered the war.

AIRPLANE MOTORS.

The marked military advantage to be gained by having but one type of airplane motor prompted the Navy Department to adopt the motor used by the Army. All Liberty motors used by the Navy are, therefore, obtained through the Aircraft Production Board.

About 1,500 of these motors have been delivered and have been assigned to naval air stations in this country and abroad. Since the number of Liberty motors produced has been too small for the needs of the Army alone, it has been necessary for the Navy to purchase others, to the number of about 700, which have been utilized while awaiting a full supply of Liberty motors.

In addition to these, a large number of motors of less power have been bought for use in training planes, all of which have been distributed to the flying schools, the most important of which is at Pensacola, Fla.

BALLOON GAS.

One of the very important duties devolving on the Bureau of Steam Engineering is the equipment and maintenance of stations for the generation of hydrogen for use in dirigible balloons. A number of stations have been established and a full equipment of hydrogen cylinders provided, so that any calls may be promptly met.

It has also been necessary to give suitable training to a number of young officers for this work and to assign them to stations at home and abroad for the proper conduct of these plants.

ELECTRICAL WORK OF THE BUREAU OF STEAM ENGINEERING.

Communication systems, which are so necessary in the efficient control of gunfire, have, in the ships of the dreadnaught class, been placed in better condition than ever before, and all other vessels, including transports and even merchant ships on which guns for protective purposes have been installed, have been provided with similarly satisfac-

tory systems. It was possible to accomplish this because of careful planning prior to the war.

A work of vital importance conducted by this bureau has been that of the development of submarine detection devices. This work is of such a confidential character that it can be only referred to here.

Despite the large number of merchant vessels taken over, all have been provided with the electric signals for day and night use which are so necessary for the efficient and safe handling of ships in company at sea and in making recognition signals.

SOME OF THE DIFFICULTIES ATTENDING NAVAL WAR WORK UNDER PRESSURE.

The great difficulties which have been met in the sudden expansion of our fleet can not be better illustrated than by the story of the obstacles overcome in making provision for the machinery of the 150 destroyers ordered recently.

The act which authorized the construction of these destroyers was dated October 6, 1917, at which time there were building 115 other destroyers, 36 mine sweepers, and 360 submarine chasers. The destroyers under construction were given precedence over all other naval work, and the building yards were fully occupied with them. In order to build the mine sweepers other yards had to be enlisted, none of which cared to take the work, because of the greater profit in building merchant ships. The submarine chasers, being of wood, were placed with wooden-ship builders, while their machinery was allotted to one firm.

It will be seen then that to build the new destroyers new facilities would have to be created, especially as in addition to the absence of available plants there was a lack of enthusiasm among some of the shipbuilders.

Several conferences were held at the Navy Department between shipbuilders and representatives of firms manufacturing boilers, pumps, blowers, forgings, etc. When these first conferences were held the speed contemplated was 28 knots. Subsequently, however, the speed was changed to 35 knots, which change presented a totally different problem so far as the machinery of these vessels was concerned. For example, it meant twice the number of boilers, and with the difficulty then encountered in obtaining boiler tubes the problem as to tubes alone was one of very considerable proportion. However, at a subsequent conference, such assurances were received as to justify proceeding with the 35-knot boats.

The most difficult situation to be met was the one of forgings. For 28 knots we could use solid forgings and utilize facilities which were not available if hollow forgings were required. But two firms could handle the forgings of all sizes that were needed for the 35-knot vessels, and neither of these firms was at all keen to do any of this work.

In fact great difficulty had been experienced in getting one of them to furnish forgings for destroyers which were then under contract, and it was only after much persuasion that they were finally prevailed upon to proceed with this work. They preferred to make ordnance forgings, as did the other firm, the former having been designated for work of that character for the Navy, the latter for the Army.

In view of all this it was clear that the new program demanded a large increase in the forging facilities of this country if the destroyers were to be built—as was contemplated—within 18 months.

ALLOTMENT OF DESTROYERS.

The shipyards were filled with work not only for the Navy but for the Emergency Fleet Corporation, and questions of priority had to be decided as to how far one class of work should be given preference. After several conferences with shipbuilders it was decided to allot 20 destroyers to Newport News, 20 to the New York Shipbuilding Co., 25 to Cramp's, and 85 to the Bethlehem Corporation as represented by Fore River and the Union Iron Works.

BUILDING A SHIPYARD ON A "GOOD SWAMP."

To build the hulls it was necessary for Fore River to create a new shipyard. A plat of land—which the builder termed "a good swamp"—was selected at Squantum Point, near Boston, and work was begun on the new shipyard as soon as Congress authorized the construction of the vessels. In order to provide for the transport of men and material to the "swamp" a creek had to be bridged and a branch trolley line built from Boston to the works.

BUILDING OR EXTENDING AND EQUIPPING SHOPS FOR THE PROPELLING MACHINERY.

The shop at Fore River could take the machinery for but a few of the 45 destroyers at Squantum. So it became necessary to build a shop for the manufacture of turbines and another for building boilers. The former was constructed at Buffalo, the latter at Providence. Both are now in operation. The Buffalo shop has no foundry, and the work of making turbine castings has therefore been distributed among a number of large foundries having good shipping connections with Buffalo.

In the case of the Union Iron Works a new shop was erected at Alameda in order to facilitate the construction of destroyers already under contract, and it was hoped that this shop would also be able to handle the machinery for the additional 40 ordered from the Union Works.

But it early become apparent that the bureau could not depend on this source of supply. So a contract was entered into with the General Electric Co., who were then building a new shop at Erie, Pa., to convert this into a special shop for manufacturing turbines for the destroyers at the Union Iron Works.

The order for this conversion was given 10 days before Congress authorized the construction of the destroyers. Under the terms of the contract the Government equips the shops, and after the completion of the contract an appraisal will be held to determine the value to the General Electric Co. of the equipment that has been installed. (This it may be said is a type of the contracts that have generally been entered into in such cases.) It was also found necessary to rent the old Risdon Iron Works at San Francisco and incorporate it as a part of the Union Iron Works, and, further, to launch submarines at Union in advance of the date contemplated in order to make room for the new destroyers.

For the destroyers building at Newport News and the New York Shipbuilding Co. contracts for the machinery have been let to the Westinghouse Co., who have sublet the most important portion of the work to the Allis-Chalmers Co., of Milwaukee. The combined facilities of these two large companies should produce the machinery within the time desired.

The case of Newport News was much more difficult. Even with the destroyers previously contracted for, it had been necessary for them to place contracts for the principal machinery with different establishments, chiefly in the Middle West, and it was only after many conferences and much discussion that satisfactory arrangements could be made to have castings from one place and their machining done in three others.

As to the Bath Iron Works, while they could not take any of the new program, it was found necessary for the Government to finance the enlargement of their shop in order to expedite the delivery of destroyers that had been already allotted to them. The same was true of a number of the older building firms. In connection with this, a notable piece of work was performed at Fore River by building an entire new machine shop, about 300 feet long, and having it under roof in a little more than a month. It was also necessary for the Navy to double-track the trolley road from Quincy to Fore River in order to facilitate the transport of employees who had almost doubled in number.

BOILERS.

While Fore River will build at Providence all of the boilers for the 45 destroyers they have under contract, those for the Union Iron Works will be built in San Francisco, and those for the other firms by the Babcock & Wilcox Co. To accomplish this and to deliver at the rate of five boats a month, it was necessary for the Babcock & Wilcox Co. to greatly enlarge their facilities. This in turn brought many difficulties which could not be foreseen and made necessary the manufacture, in their own works, of certain machine tools required for the production of their boilers. It also necessitated doing a considerable part of this work at Barberton, Ohio.

PUMPS.

As to pumps, it was found that all builders were so crowded with orders that it would be impossible to get the pumps required unless the Government enlarged existing plants. The Blake & Knowles Pump Works seemed to offer the best source of supply, and accordingly this establishment in East Cambridge, Mass., was almost entirely remodeled for the manufacture of pumps for all of the 150 destroyers.

BLOWERS, EVAPORATORS, AND DISTILLERS.

It was necessary to divide the orders for the blowers, giving the Terry Turbine Co. 45 sets and the Sturtevant Works the remaining 105 sets. Evaporators and distillers are being built by the Griscom-Russell Co.

PROPELLERS.

The propellers for the destroyers were allotted to the Cramp's foundry, which was enlarged to care for this work.

TURBINES FOR THE CRAMP DESTROYERS.

In order to manufacture the turbines for the Cramp destroyers it become necessary to buy outright the works of the De La Vergne Machine Co., New York City. This purchase was made by the Cramp Co., acting as agent for the Navy Department. Upon completion of their contract the Cramp's will be given the option of purchasing the plant or vacating it.

TURBINE REDUCTION GEARS.

There were only two firms in this country who could cut the gears for the turbines building by the Cramp and Fore River companies.

These firms were the De Laval Steam Turbine Co., of Trenton, and the Falk Co., of Milwaukee. The De Laval Co. could take care of Cramp's destroyers without difficulty, but the Falk Co. had already so many orders that it became necessary to enlarge their plant, which was done.

EQUIPMENT OF OTHER ESTABLISHMENTS.

The Navy Department was compelled to equip smaller establishments in order to enable them to produce the material desired. Some of these were: The Edwards Valve Co. for the manufacture of globe and angle valves, the Chapman Valve Co. for gate valves, and the Consolidated Safety Valve Co. for the manufacture of safety valves. This latter company has the entire order for the 150 destroyers.

Another firm in the Middle West which it was necessary for the Navy to finance is the Wellman-Seaver-Morgan Co., which is manufacturing many of the condensers and a great deal of sheet-metal work for the Newport News, Cramp, and New York ship destroyers.

BOILER AND CONDENSER TUBES.

The question of the supply of boiler tubes was one which for a year or more had given much uneasiness since prior to the war there was only one firm on whom the Navy could rely for furnishing them.

After war was declared, however, other firms were brought into line, and a schedule established for tube deliveries, so that there was no delay in this respect for the earlier destroyers.

A similar schedule was formulated for the later destroyers, and the tubes have come—and doubtless will come—along as required. To do this several of the larger mills have practically doubled their production of small tubes in order to meet the demands of this country and our allies.

A similar situation obtains with regard to condenser tubes.

FORGINGS.

Because of the conditions referred to previously and the manufacture of 14-inch gun forgings, it was clear that the new destroyers could not be built unless an enormous increase was made in the forging facilities of the country.

Accordingly the Navy Department entered into a contract with the Erie Forge & Steel Co., Erie, Pa., whereby that plant is to be increased to a capacity adequate to handle the largest forgings that will be required for the destroyers and also to manufacture gun forgings for the Bureau of Ordnance.

Lesser extensions were also financed at the forge plant of the Allis-Chalmers Co., Milwaukee; at the Pollak Steel Co., Cincinnati; and at the Camden Forge Co., Camden, N. J.

MACHINE-TOOL SITUATION.

The question of machine-tool supply is one which has acted adversely, to some extent, as to competition in destroyer building. Certain classes of machine tools are very hard to get and questions of priority are continually arising between the War and Navy Departments regarding the production of such tools. It has happened in more than one case that where the Navy Department has secured priority, the War Department came in and issued a commandeer order for the same tools. In most cases the commandeer order has been rescinded and the Navy Department tools have retained their original priority.

FUEL SITUATION.

The fuel situation put another obstacle in the path of rapid destroyer construction. For, while last winter exemption was granted to the shipyards and to the principal manufacturers concerned in destroyer building, a large number of smaller establishments, whose product is necessary for the completion of these vessels, were denied exemption.

SUMMARY.

On the whole, however, the shipbuilders, with a most commendable spirit, are doing all they can to meet the dates contemplated when the order for these destroyers was placed.

A striking evidence of this is that the yard at Squantum will probably deliver its first destroyer within a year of the date when Congress authorized its construction—and this speedy delivery comes from a yard which at that time was merely "a good swamp."

COST OF FINANCING.

The entire cost to the Navy of financing these industries was estimated at $30,000,000.

Including its allotment from the sums appropriated for increase of the Navy, the average expenditures of the Bureau of Steam Engineering are, at this time, nearly three-quarters of a million dollars per day.

In closing this brief review of the chief features of its work—of its vast responsibilities and the huge effort required to meet them adequately in war—the bureau feels that its staff in the Navy Department and elsewhere, the engineering forces at our navy yards and repair bases, and on our naval vessels, and finally the many skilled executives and the thousands of highly trained mechanics who, in industrial establishments have aided in this work, have all done their full share in writing in fadeless letters the epic of engineering on the dark pages of the history of this war.

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BUREAU OF CONSTRUCTION AND REPAIR.

On April 1, 1917, there were building and authorized for the Navy the following vessels:

| | |
|---|---|
| Battleships | 12 |
| Battle cruisers | 5 |
| Scout cruisers | 7 |
| Destroyers | 27 |
| Submarines | 61 |
| Fuel ships | 2 |
| Supply ship | 1 |
| Transport | 1 |
| Gunboat | 1 |
| Hospital ship | 1 |
| Ammunition ship | 1 |

Since the declaration of war the following vessels have been contracted for or ordered built at navy yards:

| | |
|---|---|
| Destroyers | 253 |
| Submarines | 58 |
| Mine sweepers | 54 |
| Sea-going tugs | 27 |
| Harbor tugs | 46 |
| Fabricated patrol vessels | 112 |
| Submarine chasers | 447 |

Some of these may be turned over to our allies.

Since the declaration of war the following vessels have been added to the Navy:

| | |
|---|---|
| Battleships | 2 |
| Destroyers | 30 |
| Submarines | 25 |
| Mine sweepers | 12 |
| Supply ship | 1 |
| Transport | 1 |
| Sea-going tugs | 2 |
| Submarine chasers (including 100 for allies) | 405 |

In addition to the above, 36 interned German ships have been repaired and fitted for service; about 1,000 privately owned vessels (including 83 Dutch ships) have been purchased or chartered and have been or are being fitted for naval use, and orders are out to commission 112 more when they have been completed; about 107 vessels have been turned over to the Navy by other Government departments. Of the above-mentioned vessels about 740 have been put into naval service proper, including offshore and inshore patrol work, troop-transport duty, fleet fueling or provisioning, hospital, and other service, and about 300 have been put into naval overseas transportation service.

In addition to the preparation of designs for new destroyers, submarine chasers, mine sweepers, designs have been prepared by the Navy Department for various other types of vessels. One of the most important of the new designs that have been produced is that for the 200-foot fabricated patrol vessels, Eagle class, which are being built by Mr. Henry Ford in Detroit, and as many of these will be rapidly built as may be needed. In addition to the designs for naval vessels proper, the Navy Department has, in cooperation with the Emergency Fleet Corporation of the Shipping Board, prepared a number of designs for merchant vessels.

Owing to the restricted passages, the knapsack type of gas mask used by the Army can not be used on board ship. The Navy Department has developed a gas mask of superior type and has issued several thousand masks to the service. At present work is progressing rapidly on an order of several hundred thousand gas masks for the naval personnel.

The Navy Department has a building program of approximately 1,000 small pulling and power boats for its own vessels. In addition to boats for naval use proper, there are now under way 6,000 boats to be issued to vessels building by the Emergency Fleet Corporation and turned over to the Navy to operate. This small boat work is being proceeded with to the utmost practicable extent at the navy yards of the country, and most gratifying progress is being made. All naval vessels operating in the war zone are equipped with boat or life-raft capacity sufficient for every person on board. The Navy has also obtained large numbers of life preservers of an improved type and is issuing them to vessels in such numbers as to provide one for each officer and man on board.

The Navy has arranged for the installation on all naval vessels of mine-sweeping appliances. These appliances are being produced in large quantities; and vesels, both naval and commercial, are being equipped most expeditiously. There is already at least one definitely established instance of the saving of a large United States battleship as a result of the installation of this type of protective device. In close cooperation with the Emergency Fleet Corporation vessels building for the corporation are also being fitted with this device.

Numerous experiments have been carried out by the Navy Department in connection with protective camouflage painting of vessels, and a definite system of camouflage has been adopted. At present, in active cooperation with the Emergency Fleet Corporation, all vessels entering the war zone are camouflage painted.

The department has designed, built, and equipped at the navy yard, Philadelphia, a factory for producing naval aircraft. This factory has been delivering planes since April of the present year. In January last it was decided to quadruple the capacity of the naval aircraft factory. The expansion is now nearing completion, and the present capacity of the aircraft factory is about 50 seaplanes of the largest size per month, and will, it is expected, eventually reach a capacity of 95 seaplanes of the largest size per month.

In connection with the destroyer-building program authorized by the Navy act October 6, 1917, the utmost dispatch in construction was directed. This act authorized an expenditure of $350,000,000, not only for the destroyers but for plants to build them and for each and every purpose connected therewith. Unusual commandeering authority was also included in the act in order to enable the work to be pushed to the utmost. Preliminary work had already been done in this connection so that the Navy Department was ready to act at once. On October 9, three days after the passage of the act, orders were given to the Bethlehem Shipbuilding Corporation to erect at Squantum, Mass., a plant

specially designed for the rapid construction of destroyers, a large number of destroyers being assigned to be built there. In addition, and as virtually a part of the same undertaking, a large plant was directed built at Buffalo, N. Y., adapted to turn out destroyer machinery and turbines, and a plant was undertaken at Providence, R. I., for the special purpose of building boilers for destroyers. These projects were all pushed as fast as possible, being hampered somewhat by the exceptional winter of 1917–18.

The plant at Squantum consists of 10 building slips, 3 double wet slips, assembly shop, plate and angle shop, angle-smith shop, and galvanizing shop under one roof, the total area covered being approximately 790,000 square feet, or 18 acres. In addition there are necessary storehouses and other incidental establishments. It was necessary to build this plant and fit it with machinery. Even before it was completed, it was possible to begin work in part of it, the first work on destroyer material being done on January 14, 1918, when the first keel plate was punched for rivet holes. On April 20 a large amount of destroyer material had been fabricated, and on this date keels were laid for five destroyers, the first one being named the *Delphy*. This was the first vessel launched from the plant on July 18, and she is now nearly completed, so that she will be turned over to the Government probably within a year of the day when the order was given to convert the swampy, low-lying expanse of land at Squantum Point into a plant for destroyer building. There are now over 6,000 men employed at Squantum, and the force is being steadily increased until there will be between 8,000 and 9,000 engaged in destroyer building only. The turbine-building plant at Buffalo and the boiler-building plant at Provindence are also now in full operation.

## Bureau of Yards and Docks.

### EMERGENCY HOSPITAL CONSTRUCTION.

Hospital accommodations have had to be greatly augmented with the increase in personnel for war operations. Emergency hospital units have been constructed in the neighborhood of the cantonments and temporary emergency wards on grounds adjacent to the permanent Navy hospitals.

The buildings have been in general of wood frame construction, one story in height. In Norfolk, Va., and in New York, where two-story buildings are built and where the fire hazards are unusually bad, terra-cotta walls have been used at an increase of about 15 per cent to 20 per cent over wood frame.

About 6,000 additional beds have been provided to meet the immediate needs of the war conditions, and, roughly speaking, 6,000 more beds are being provided for under present contracts or under contracts about to be awarded. The beds are provided for at 25 stations covering the east coast, south coast, and west coast.

For overseas the bureau has provided 190 portable buildings for hospital work and has completed hospital groups at several foreign stations.

### SUMMARY.

The bureau has received appropriations from Congress for hospital construction amounting to $16,045,000, from which have been provided at 25 stations approximately:

| | |
|---|---|
| Patients' beds | 12,085 |
| Additional personnel | 4,900 |
| Total | 16,985 |

### AVIATION CONSTRUCTION.

On the outbreak of the war the only air station in operation in this country was the one at Pensacola, Fla. Immediately upon the declaration of hostilities plans for new stations were drawn, and in May of 1917 actual construction started. Since that time 11 large additional stations have been put in operation, and also a number at strategic points, to assist in efficient patrol work. These stations, including additional work recently authorized and now under way, involve the expenditure of $15,000,000 and provide accommodations for upward of 9,000 men and 400 officers. In addition thereto work is just started at the site of the new station on the Gulf, the initial cost of which will run to $1,200,000, providing for 600 men and 70 officers.

Kite-balloon stations are being provided, one each in the first, third, and sixth naval districts and two in the fifth naval district, involving an expenditure of $500,000.

The bureau is as well supplying plans, hangars, and portable buildings for construction by the Canadian Government.

For the manufacture of aeroplanes there has been provided in the navy yard at Philadelphia the naval aircraft factory, the original installation involving the expenditure of approximately $1,000,000, the contract for which was let on September 15, 1917, and the work contemplated therein completed by November 28, 1917. In February of this year a contract was let for the extension of this factory, involving an expenditure of $2,850,000, providing not only for vastly increased factory space but, as well, a six-story concrete storage building and three-story office and laboratory structure. The office building is occupied as well as a portion of the factory building, and the concrete storehouse is approaching completion.

Additional storehouses for the reception of aircraft parts and materials have been provided at South Brooklyn, N. Y., and Gloucester, Mass. The original contract for storehouse at New York was let on

December 5, 1917, and completed on March 10, 1918, the cost being approximately $300,000. Since that time need for further space has developed, and an additional building, practically doubling the capacity of the original structure, has been started under contract dated July 18, due for completion December 17, the cost involved being $362,000. At Gloucester there has been rented a tract of property with buildings already constructed, suitable in large measure for the Navy's use, and they are at this time being prepared for the reception of aircraft material.

A DESCRIPTION OF NAVAL TRAINING CAMPS.

Naval training camps, varying in capacity from 500 men to 45,000 men, have been completed and others are in progress of construction or have been authorized for construction.

Expansion has recently become necessary because of the large number of vessels the Navy has been called upon to man, the increased number of armed guard crews, and the greatly expanded aviation activities.

The design of a complete naval training camp is complex and involves first the special design of the individual buildings such as barracks, mess halls, latrines, instruction buildings, dispensaries, drill halls, recreation buildings, isolation buildings, laundries, power plants, storehouses, refrigeration buildings, bakeries, incinerators, guardhouses, and fire houses; and second, the grouping of these buildings in such a manner as to make a comprehensive plan of the military and naval organization. In conjunction with the planning of camps, topography, drainage, water supply, sewerage, roads, street lighting, and fire protection are important considerations.

Each camp generally has the following major divisions: Administration group, incoming isolation group, outgoing isolation group, main regimental groups, commissary group, educational and recreation group, and service group.

The administration group occupies generally a central situation. Building or buildings for office administration are provided, with subdivisions for executive and general offices. These offices are equipped with desks, chairs, tables, filing cabinets, typewriters, adding machines, and stationery. In a word, they are completely equipped offices. Buildings containing officers' quarters (which are completely furnished and provided with a single bed or cot, mattress, chiffonier, chair, and mirror), officers' mess and kitchen, post office, canteen, petty officers' quarters, armory, wireless and telephone central, make up the administration group.

The incoming and outgoing isolation groups are usually divided to provide for the incoming and outgoing of recruits, who are held under observation here for 21 days upon arriving and 21 days before departing. When new men arrive at camp they enter the receiving building, where their civilian clothes are disinfected and where they are bathed, given a shave and hair cut, examined, vaccinated, inoculated, and fitted out with their service uniforms. The exit of this building is the incoming probation camp. In both the incoming and outgoing probation camps men sleep in barracks housing 24 men in groups of 12 at each end. Each 12 men are provided with a separate dormitory, mess room, latrine, and serving pantry, all under one roof. Each serving pantry is provided with food by vacuum food carriers distributed from a central probation kitchen by special food trucks. The dishes never leave the building, but are sterilized in each serving pantry. There is a central laundry provided where soiled clothes for each man are brought in a laundry bag and sterilized before being laundered. The isolation camp is provided with a dispensary, officers' quarters, and brig similar to those described hereinafter for the main regimental group. The probation camp is surrounded by a double row of high barbed wire, electrically lighted fencing. Between the rows of fencing is a zone about 10 feet wide to prevent passing anything into the camp from the outside.

The main regimental group is composed of barracks housing men in groups from 54 to 144. The men sleep on mattresses or in hammocks supported by iron pipes. Outside a pipe rail is provided, and it is required that the hammocks be aired there daily in clear weather. Large comfortable latrines are provided, with cement floors. Substantial water-closets, urinals, and ample showers are provided with both hot and cold water. Buildings with scrub decks for washing clothes and hammocks in the same manner as is required of seamen on shipboard are provided. Clotheslines are provided immediately outside the wash houses arranged as similar as possible with racks and blocks as is done on shipboard. There is a dispensary for each regimental unit of 1,000 men. It is provided with 22 beds, a record room, doctor's room, examining room, dental room, pharmacist's room, room for venereal diseases, and adequate toilets. There are in many camps for every 5,000 drill halls approximately 600 feet long, with a span of 100 feet in width and an armory for the stacking of guns and repairs of same. The mess halls are large, airy rooms with cement floors and sanitary bases. The mess halls are equipped with tables and benches and a full equipment of mess gear, such as knives, forks, spoons, dishes, sugar bowls, water pitchers, drinking glasses, and serving trays. The kitchens are large, well-ventilated rooms, the walls of which are painted with washable paint. Kitchens are equipped with double steam kettles and large urns for coffee and tea. There are coal ranges with ovens for roasting or baking. There is also provided an electric potato parer, electric meat chopper, butcher's block, and steam tables and dish warmers. Each kitchen has a refrigerating storage room, a vegetable preparation room, and a storeroom. Large sculleries are provided and equipped with dish-washing machines. A

dock is provided for small boats, equipped with float and gangway. Davits for the lowering and raising of boats are also provided as well as a boathouse for suitable storage of boats.

The hospital group has a centrally located and completely furnished administration building similar to that described hereinbefore, with ample provision for the doctor, nurses, and hospital corps, as to sleeping quarters and messing facilities. The hospital has accommodation for between 4 and 5 per cent of the main camp, and is thoroughly equipped with wards, operating pavilion, subsistence facilities, quarters for officers, nurses, hospital corps, and civilians, laundry, heating plant, garage, storehouse, brig, and mortuary and laboratory facilities. The buildings are lighted by electricity, heated generally by steam, completely supplied with hot and cold running water, and have adequate sewerage systems. Complete kitchen and laundry equipments are installed, including provisions for disinfection, sterilizing, and incineration. Operating facilities are available at all stations.

The commissary group contains storehouses, refrigerator building, bakery and general stores buildings for food supplies, clothing, and camp equipment of any kind. The bakery building is provided with modern ovens, electric kneading and mixing machines, and in connection with it there is a storeroom for flour, a room that is warmed for the proper raising of bread, and a room where it can be quickly cooled and stored.

The educational and recreation group contains adequate buildings properly equipped for their various purposes. In this group are an electrical school, a general school, commissary school, rigging school, carpentry school, yeomen school, music school, swimming schools, a stewards' school, radio school, and officers' school. There are also recreation buildings for moving pictures or entertainments. The Young Men's Christian Association and the Knights of Columbus usually provide reading and writing rooms as required.

The service group has buildings for fire house and garage, blacksmith shop, carpenter shop, electrical shop, tailor shop, paint shop, and other shops incidental to the upkeep of a large camp.

MISCELLANEOUS BUILDINGS.

In this group are the central power house, coal-handling apparatus, sewerage disposal, garbage incinerator, and other service buildings.

FIRE-ALARM SYSTEM.

Fire-fighting apparatus similar to that used in well organized communities is installed in each camp upon completion. Adequate water supply and hydrants will be installed for this purpose. In addition to this, buildings will be protected with hand grenades, pyrenes, chemical hand engines, fire pails, and other ready extinguishers. Well-drilled fire-fighting squads will be organized into a fire department.

GENERAL TYPE OF CONSTRUCTION.

Where concrete floors are used, such as in latrine buildings, kitchens, and mess halls, the foundations consist of concrete trench walls; generally, however, foundations consist of timber posts set on concrete footings. The sills, floors, and beams are of wood, and the floors laid double with waterproof paper between. The walls are sheathed inside with matched boards or a thickness of tar paper to prevent the entrance of vermin. The outside walls consist of seven-eighths-inch sheathing, a layer of tar paper, and drop siding of vertical boards and battens. The roofs are sheathed solid and covered in the main camps with green slate surfaced ready to lay roofing. In all the living quarters steam radiators are set somewhat above the floor and the outside walls provided with an opening fitted with shutters so as to regulate the amount of fresh air that can be introduced and warmed as it passes around the radiator. In the ceilings adjustable openings are provided so as to draw this air across the room, where it is exhausted from the top of the building.

PAINTING.

All the hospital interior walls are painted with flat-wall washable paint, and usually the sleeping quarters are painted or finished inside with a coat of barium varnish. The exterior walls of all buildings throughout the camp are painted with a standard olive-green beaver paint.

LIGHTING.

Buildings and grounds are lighted with electricity and so arranged that the master at arms in making his rounds at the proper time can regulate the lighting from the outside of each building. Roads and walks are amply lighted from poles; boundary line fencing is provided with flood lighting.

OTHER SERVICES.

Adequate sewers and sewage disposal, water supply and filtration, and garbage incinerators are provided.

ROADS.

Service roads of concrete are laid and each building is provided with either cement or wooden walks, so that one can pass from any one building to another in the camp without leaving the walks or roads.

NUMBER OF MEN ACCOMMODATED AND COST.

The camps already constructed provide winter accommodations for 145,000 men. Camps under construction or authorized for construction will provide winter accommodations for 53,000 men. The total number

of men provided for when the work under construction and authorized is completed will be 198,000 men.

Naval training camps completed, under construction, and authorized for construction will cost about $57,000,000.

SEPTEMBER 21, 1918.

UNITED STATES NAVAL ORDNANCE PLANT, SOUTH CHARLESTON, W. VA.

The United States Naval Ordnance plant, South Charleston, W. Va., is a combination of the two plants known as the Projectile Plant and the Armor Plant. In August, 1917, contracts for the construction of that portion of the plant originally known as the Projectile Plant were let and construction work begun almost immediately. During construction plans were modified to permit of the manufacture of light gun forgings. Construction work for this portion of the plant is now complete and the manufacture of steel was begun in June, 1918.

Plans for that portion of the plant originally known as the Armor Plant are practically complete and construction work has already begun. This work is being pushed as rapidly as possible, and it is thought that the manufacture of steel may be begun in August, 1919.

Five submarine bases have been authorized, at an expenditure involving over $5,000,000. In addition thereto there have been provided in this country over 60 section bases or repair points, where scout patrol and other vessels may resort for repairs and supplies. This work involves an ultimate expenditure of nearly $2,500,000.

MEMORANDUM ON NAVAL PROVING GROUND, INDIANHEAD, MD.

A vast amount of construction has been completed and is under way at the naval proving ground, Indianhead, to assure the proposed doubling of the output of powder contemplated by the Bureau of Ordnance. Among the regular items may be cited the Navy nitrate plant, for which Congress has already provided in excess of $9,000,000. And quite as important as any other feature is the railroad connection now under way from White Plains, Md., to the proving ground reservation which will give direct railroad connection and assure proper transportation facilities, from the lack of which the proving ground has suffered in the past, it being wholly dependent on water transportation. For this latter item, $850,000 is required.

ORDNANCE STORAGE.

For the storage of ordnance more than 250 buildings have been provided at a cost of approximately $7,500,000. This construction will provide ample space for the storage of the Navy's increased program in the production of the ordnance supplies. All of this work, except about 60 buildings, contracts for which have been let this spring and summer, is completed. The remaining buildings will be completed in ample time for the need.

IMPROVEMENTS AT NAVY YARDS.

Shipbuilding facilities and improvements for the construction of ships at the different navy yards have been made or are being made as follows:

Portsmouth: Improvements of this yard consist mainly of equipping the yard for the construction of additional submarines, the projects being construction of additional building ways and the rearrangement and extension of shop buildings and equipment, such as foundry, machine shop, and cranes.

Boston: Yard is equipped for the construction of auxiliaries and improvements consist mainly of rearrangement of equipment and extension of shops and building ways.

New York: Improvements at this yard, which is already equipped for the construction of battleships, consist principally of equipping the yard for the construction of additional battleships. The principal improvements are a shipbuilding slip for the construction of battleships; a new structural shop 200 by 576 feet, which will be completed by early spring, extension to existing machine shop. All necessary equipment for these projects, including heating and lighting cranes, and mechanical equipment and other accessories, are included in the improvements.

Philadelphia: This yard, already equipped for the construction of auxiliaries, is being equipped for the construction of battleships and battle cruisers. The principal features of the improvements are one building slip 700 feet long for battleship construction, and one 900 feet long for battle-cruiser construction; structural shop, 300 by 700 feet; foundry, 180 by 648 feet, with material yard; machine-shop extension, 130 by 325 feet; central power plant, with distributing system, etc.; galvanizing plant; oxygen, hydrogen, acetylene generating plant; fitting-out pier, 100 by 1,000 feet, including foundations for a 350-gross-ton crane. All of these above improvements, with the exception of the 350-ton crane, will be completed this year.

Norfolk: The Norfolk yard, already equipped for the construction of destroyers, is being equipped for the construction of battleships. The principal features of the improvements are a shipbuilding slip 700 feet long for battleship construction; structural shop 300 by 700 feet; foundry 180 by 408 feet, with material yard; machine shop 130 by 600 feet; central power plant; fitting-out pier 100 by 1,000 feet, including foundations for 350 gross-ton crane. The yard force is at work on a railroad, street, and sewer connections, and the completion of all of these projects with the exception of the 350-ton crane is scheduled for this year.

Charleston: This yard, already equipped for the construction of destroyers or small auxiliaries, is being equipped for the construction of additional destroyers. The most important improvements are three

additional building slips for destroyers and three reinforced-concrete buildings for pattern shop, public works building, and machinists' mate school. The other improvements consist of minor extensions. The construction of destroyer ways are being carried out by yard labor.

Mare Island: The Mare Island yard, already equipped for the construction of destroyers and battleships, is being equipped for the construction of additional destroyers and larger battleships. The principal features, which have been or will be completed this year, are additional double ways for destroyers, extension of battleship ways for 700-foot ships, machine shop extension and accessory shop. At the present time bids have been received for the construction of a structural shop group to cost approximately $2,000,000.

Puget Sound: This yard, formerly equipped for the construction of submarines only, is being equipped for the construction of auxiliaries, battle cruisers, or battleships, and for mine sweepers or destroyers. The main features are a shipbuilding slip of dry-dock type 180 by 950 feet, served by traveling hammer-head cranes; accessory shop and yard improvements; also timber ways for two mine-sweeper tugs in tandem or four single destroyers. All projects are due for completion by the end of this year.

STORAGE FACILITIES AT NAVY YARDS.

Allotments have been made for storage facilities at the following yards:

Boston, $500,000; New York, $1,200,000; Philadelphia, $500,000; Norfolk, $800,000; Mare Island, $250,000; Charleston, $225,000; Puget Sound, $500,000; Pearl Harbor, $100,000; and for miscellaneous and temporary storehouses, $100,000. In addition, funds have become available for the following items:

| | |
|---|---|
| General storehouse, New London, Conn | $120,000 |
| General storehouse, Newport, R. I | 148,000 |
| General storehouse, Washington Navy Yard | 400,000 |
| Medical supply depot, Brooklyn, N. Y | 200,000 |
| Medical supply depot, Mare Island, Cal | 125,000 |

These structures have been designed uniformly with previous structures and in accordance with the revised bureau code. All storehouses are now under contract or have been completed. The storehouses at Boston, New York, Philadelphia, and Mare Island are completed and in use and the others well under way. The New York building is the largest of its kind in the world. It is 11 stories high, 180 feet wide, and 360 feet long, without courts, and contains 712,000 square feet of floor area. It was constructed in record time by the Turner Construction Co., of New York City. Contract was awarded April 21, 1917, work on the site was started May 21, 1917, and the building completed December 13, 1917. Three thousand seven hundred and seventy-six Raymond concrete piles were used, averaging about 23 feet in length.

In addition to the above, increased storehouse facilities are being provided at Boston; a new storehouse at Philadelphia; a coal-storage plant at Hampton Roads has been completed; storehouses are under way at Newport, Philadelphia, and Norfolk. In addition, facilities for the storage of lumber, steel, and boats are receiving the specific attention of the bureau.

SEPTEMBER 21, 1918.

FUEL-OIL STORAGE.

Contracts have been awarded to provide storage for approximately 50,000,000 gallons of fuel oil, at the cost of $3,850,000. Information relative to these projects follows:

Melville, R. I.: Five million gallons' storage in concrete reservoirs; contract awarded August, 1917. Work now approximately completed. Actual cost, approximately $365,000.

Guantanamo, Cuba: Six million gallons' storage; contract awarded April, 1917. Work now approximately completed. Approximate cost, $530,000.

Pearl Harbor: Six million gallons' storage; contract awarded November, 1917. Approximate cost, $530,000; work 80 per cent completed.

Puget Sound: Eight million gallons' storage; reinforced concrete; contract awarded November, 1917. Estimated cost, approximately $475,000. Work approximately 30 per cent completed.

San Diego: Two million gallons concrete storage; contract awarded January, 1917. Approximate cost, $350,000. Work approximately 80 per cent completed.

Chesapeake Bay: Twenty-one million gallons' reinforced concrete storage, with necessary equipment and wharf; estimated cost, $1,600,000. Contracts for wharf, reservoirs, and equipment already awarded. Wharf approximately 50 per cent completed; reservoirs 20 per cent; equipment contract just recently awarded.

Overseas: In April, 1918, the bureau purchased one 50,000-gallon gasoline tank and two 200,000-gallon gasoline tanks, all of steel construction, for transshipment to and reerection. At the same time the bureau purchased nine 1,000,000-gallon fuel-oil tanks, three each to be erected overseas. At the same time the bureau purchased the necessary piping, pumps, valves, and fittings for the fuel-oil installation. Most of this material has already been shipped and is being installed under the supervision of the Navy. Recently a request was forwarded from Admiral Sims for three 2,000,000-gallon tanks for fuel oil, for erection at an important point. The bureau entered into contract for these three tanks, and they will be delivered at an early date.

RADIO STATIONS.

Several radio stations are now under construction. The one just recently completed at Annapolis, Md., is the largest high-tower radio station in the world. Detailed information regarding these installations follows:

Philadelphia: Two steel towers, each 300 feet high, were completed August, 1917. Operating building and operators' quarters were completed shortly thereafter.

Cuban Government: In June, 1917, the bureau, at the request of the Republic of Cuba, took bids and awarded contract for 18 towers for use in connection with the radio work in the Republic of Cuba. Fourteen of these towers were 200 feet high, the remaining 4 being 300 feet high. In June, 1918, the bureau added, at the request of the Republic of Cuba six 200-foot towers, making a total of 24 radio towers. The total tonnage of these towers were 1,120, including the six additional noted above. Arrangements were made with the Cuban Government to have the material shipped from the United States to Cuba by means of a Cuban transport, which is being loaded now at a dock in Baltimore. The original fourteen 200-foot towers and a large percentage of the four 300-foot towers are on the dock ready for shipment. It is anticipated that the entire work will be completed within the next six weeks. Approximate cost, $140,000.

Virgin Islands: Contract awarded December, 1917, for two 200-foot steel towers; approximate cost, $20,000. Work now approximately 75 per cent completed.

El Cayey, P. R.: Contracts awarded October, 1917, for three 600-foot radio towers and necessary buildings. Approximate cost, $250 000. Work on buildings now approximately completed. Work on towers approximately 60 per cent completed.

Annapolis: Contract for four 600-foot towers entered into November 1, 1917. Approximate cost, $690,000. Contract for radio buildings, wharf, radio-water system, electric systems, and other incidentals awarded October 15, 1917. Work now completed. Station actually placed in commission and first message sent to France first week of this month.

France: In January, 1918, entered into contract for eight 820-foot towers, France, on the basis of erection of the towers by enlisted personnel. Material was actually purchased, fabricated and shipped complete by August 30, 1918. Erection is now going forward. The total estimated cost of Navy work is $635,000.

On September 19 the bureau was authorized to proceed with the construction of twenty 500-foot radio towers, which are to be located near Monroe, N. C. The total estimated cost of this work, with the necessary buildings and service system, omitting the consideration of the work to be done by Steam Engineering, will be approximately $3,600,000. It is expected that five of these towers and all buildings and service systems will be complete so that the station may be put in operation on or before May 1, 1919.

Contracts were entered into for various minor installations of radio buildings at various stations, notably three 200-foot towers at Norfolk, with receiving building; radio building at Charleston, S. C.; compass stations at various small radio stations all along the Atlantic coast; radio towers at Valdez, Alaska; radio buildings at North Truro, Sayville, Tuckerton, and other places. These are all installations, however, of minor character.

OPERATING BASE AT HAMPTON ROADS, VA.

One of the outstanding accomplishments of the year has been the partial development of the operating base at Hampton Roads. It has long been needed.

Congestion at the Norfolk Navy Yard and Training Station made the provision of some base, outside of the navy yard, an absolute necessity, and Congress provided for the purchase and initiation of the development of the operating base at Hampton Roads.

It was the original intention that one of the activities at Hampton Roads was to be a training station for 8,000 men. This is now in operation, and has been for some time, with an expanded capacity up to 15,000 men.

A second activity is aviation operating base, originally intended for a double coastal unit, and for the operation of two coastal patrol balloons. Aviation activities now include training as well as operation, and there is at least twenty times the activities in the air contemplated originally.

The submarine basin for the accommodation of 20 submarines is now under construction and will soon be available for the use of submarines, destroyers, and the small district patrol craft.

A very important activity contemplated at Hampton Roads consisted of storehouses for fleet stores, so that these might be stored where accessible to the fleet and removed from the navy yard, thus leaving the yard storehouses for the storage of yard material exclusively. There have been completed a number of temporary storehouses for the storage of mines and mining gear. There is a storehouse for general fleet stores now approaching completion, also a cold-storage plant to take care of the supplies for the training station, aviation station, submarine base, and the fleet.

The necessity for the fuel-oil storage and coal storage originally planned at this station has been eliminated by the establishment of fuel-oil tank capacity in the immediate vicinity of the station and connecting up by piping, and the development of large coal-storage capacity at Newport News, Lamberts Point, and Sewells Point.

One permanent pier 1,800 feet long is approaching completion. One temporary pier has been in use for some time in the handling of materials for the construction of the remainder of the station.

Retaining walls and dredging, to permit the deep-water vessels approaching the piers, and the filling in behind the retaining walls, is largely increasing the original area purchased.

The value of this development and the necessity of its continuance is becoming more apparent daily to the yard, the department, and the fleet.

GREAT LAKES.

The naval training camp located at Great Lakes, Ill., is the largest of all the naval training establishments, providing accommodations for about 50,000 men. The first training camp buildings constructed at Great Lakes were begun immediately after the outbreak of the war.

As it became apparent that the Great Lakes camps would have to be greatly expanded in order to provide for the greatly increasing requirements for naval training, a comprehensive scheme of camp location was attempted. The original naval training station which existed before the war formed a nucleus for a later development. The station is located on a high bluff overlooking the west shore of Lake Michigan. The camps have expanded in northerly, southerly, and westerly directions on land lent to or purchased by the Government.

The present training camps at Great Lakes comprise a modern city in wood, every essential facility being provided. The buildings are heated by steam from central power plants, lighted by electricity, and furnished with water by underground systems of piping. The water is taken from Lake Michigan and purified for pumping through the mains. A complete sewer system is provided and sewage disposal is required before turning the effluent into Lake Michigan.

The camps at Great Lakes together have cost more than $14,000,000, and all construction conducted since July, 1917, has been the result of advertising for competitive bids from plans and specifications provided in the Bureau of Yards and Docks to cover all types of building construction, utilities, and services. Great Lakes has every facility in incoming detention and in outgoing detention to isolate the incoming and outgoing recruits from the main camp as a protection against disease.

The buildings number several hundred in all and include barracks buildings, mess halls, latrines, detention buildings, dispensaries, storehouses, garages, fire stations, administration buildings, power plants, water supply, sewage-disposal plants, drill halls, swimming schools, bakeries, laundries, machinists' mates and aviation schools, yeoman schools, shop buildings, and various other shop and school buildings for training purposes. The reservation is subdivided into regimental camps for the better administering of training.

NAVAL TRAINING CAMP AT PELHAM, N. Y.

The naval training camp at Pelham is located at City Island, on Rodmans Neck, Pelham Park, in the borough of The Bronx, New York. Permission to build this site in the park was obtained from the city officials in June, 1917, and the construction of the camp, to accommodate 5 000 men, was begun in July, 1917. The camp was divided into three parts—the main training camp, the detention camp, and the camp hospital. The cost of the original work for the 5,000 men was approximately $2,000,000. The barracks buildings were one-story structures arranged about a centrally located parade ground. The mess halls were large, airy structures with a centrally located kitchen arranged to feed in each wing of the building 500 men on the cafeteria system. Latrines were also large structures fitted to accommodate 500 men. The camp is located amongst trees, and only such trees as were necessary to locate the buildings in a symmetrical plan were removed. In the spring of 1918 an extension was authorized to provide for an additional 10,000 men. 8,000 of which were to be in the extension to the main camp and 1,000 to be in the incoming isolation and 1,000 in the outgoing isolation. The extension to the main camp was located on an oval-shaped piece of property and connected to the old camp by a wooden highway bridge. With the extension to this camp was authorized swimming schools built with reinforced concrete tanks about 75 feet long and 25 feet wide; also a large drill hall, approximately 200 feet wide and 450 feet long, the floor of which has a wearing surface of asphalt to soften the floor for marching and to prevent flying dust, which would have been very unhealthful to men when drilling indoors. This camp was constructed entirely by the Bureau of Yards and Docks. The bureau, through its public-works officer, hired all of the mechanics and labor employed on this work and purchased all of the materials required for the entire camp. The cost of this camp was approximately $6,500,000. This camp is now occupied to its full capacity, a total of 15,000 men. Complete services, such as concrete roads, sewers, water supply, electric service, and steam heat, was provided for the entire development.

HAMPTON ROADS.

Naval Training Camp, Hampton Roads, is located on the property of the old Jamestown Exposition grounds at Hampton Roads, Va. This property was purchased by the Government for the purpose of developing a naval operating base and combining with it a naval training station. The training camp construction was begun in the early part of July, 1917.

With the acquisition of this property the Government became possessed of the old exposition buildings, which were incorporated in the general design for the camps.

The work originally authorized provided for habitation for 10,000 men. The buildings were grouped about the old exhibition administration buildings, which were incorporated in the design of the camp for use as such. The camp was divided about a centrally located parade ground and provision was made at the easterly end of the camp for approximately 5,000 men in a detention unit. The original cost of this camp was approximately $4,500,000. This camp provides for schools of instruction, such as rigging schools, music schools, commissary schools, electrical schools, general schools, and steward schools.

Later, a one-thousand-man isolation detention group was added to the naval training camp. This work was constructed by the King Lumber Co., after taking competitive bids.

At various times authorizations have been granted for the construction of additional buildings, such as swimming schools, drill halls, gyroscopic schools. The complete service, such as roads, walks, sewers, water supply, fencing, central heating plant, etc., were installed for the entire camp.

In September, 1914, the bureau was directed to construct an extension to the naval training station on property bounded on the eastward by Bouch Creek, Willaby Bay on the northeast, and the Virginia Railroad on the southeast. This new camp provides for 14,000 additional men, to be administered from the original camp on the Jamestown site. Two thousand of these men will be in the incoming isolation group and 2,000 men in the outgoing isolation group, and 10,000 men in the main camp. Provision has been made for swimming schools and additional instruction schools.

All of these new barracks buildings will be two stories in height and the men arranged in groups to be messed in four large mess halls, each feeding 25,000 men on the cafeteria system.

Complete plans and specifications for this work were compiled by the bureau. Work was begun about the middle of September, and the time of completion for the entire camp buildings fixed at 125 calendar days. It is estimated that this camp will cost, when completed, including all service, such as storehouse, power plants, roads, water supply, sewers, and electric lighting approximately $5,000,000.

MARINE BARRACKS, QUANTICO, VA.

One of the two principal establishments for training Marines for the Navy is located at Quantico, Va., about 40 miles from Washington on the west bank of the Potomac River.

The Marines receive a training similar to that given the Army recruits, so that their barracks are modeled more or less after the Army organization. The camp is subdivided into an infantry camp, artillery school, and officers' school, and includes hospital facilities, storage, and commissary facilities.

The camp is fully equipped with modern roads and walks, water supply, mains, sewer system, garbage incineration. The first construction at Quantico provided for 5,000 men. An extension to the Quantico camp to provide for 2,800 additional recruits was started during the spring of this year. Complete plans and specifications for the work were prepared in the Bureau of Yards and Docks, and include 270 buildings of different descriptions. The contract price for the King Lumber Co. contract was $1,085,562.

PARIS ISLAND, S. C.

The second important establishment for training recruits for the Marine Corps is located at Paris Island, Port Royal, S. C. Paris Island is located off the coast of South Carolina, is located on the Beaufort River southeasterly from Charleston.

The first camp at Paris Island was constructed in 1917 and was modeled like Quantico after the Army plans. It provided for about 2,500 men. As a result of congressional action increasing the personnel of the Marine Corps it was found necessary to increase the size of the camp at Paris Island as well as at Quantico. Plans and specifications were prepared during the spring of 1918 in the Bureau of Yards and Docks covering all points of the construction of and extension to the Paris Island camps, and provided for quarters for 5,000 additional recruits.

Construction was provided at six different points on the island, as follows: Extension to the training camp, increasing the facilities at the main station, quarantine station, and existing rifle range, and establishing a new rifle range, and a group of buildings at the maneuver grounds. The buildings include barracks buildings, mess halls, latrines, officers' quarters, outbuildings, administration building, post exchange, library and recreation building, lecture hall, post office, clerk school, auto-repair shop, bakeshop, radio school, pump house, bowling alleys, ice plant, meat-cutting room, resthouse, guardhouse, a group of hospital buildings, and storage buildings, a pier and sea wall. This camp, like Quantico, is provided with roads and walks, water supply and sewer systems, fire-fighting facilities, and sewage disposal.

The work of constructing the extension to the marine barracks at Paris Island will cost $1,882,297 under the contract.

CODDINGTON POINT.

As a result of the acceptance by the Navy Department of the training of the merchant marine it was necessary to establish a new naval training camp at Coddington Point, Newport, R. I. This establishment provides facilities for 15,000 men. Plans and specifications were prepared in the Bureau of Yards and Docks to cover all points of the intricate construction of this camp, which is the largest single camp contract ever prepared by the Navy. The work was awarded to the

lowest bidder for approximately $3,500,000. Coddington Point is located a short distance from the naval station, Newport, and is connected by bridge with Coasters Harbor Island, where a naval training camp for 7,000 men is provided.

The layout of the camp at Coddington Point is typical of the latest naval training camp construction. It includes the following features:

*Regimental training unit.*

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|---|---|
| Regimental barracks, 104 men each | 107 |
| Latrines | 35 |
| Mess halls to accommodate 11,000 men | 5 |
| Regimental quartermasters' buildings | 11 |
| Regimental office buildings | 11 |
| Battalion commanders' offices | 35 |
| Brigade headquarters | 2 |
| Dispensaries | 4 |
| Large drill halls, 100 by 350 feet each | 4 |
| Barracks for chief petty officers accommodating 100 men each | 2 |
| Large storehouses, 60 by 350 feet each | 4 |
| Garages for 15 cars each | 2 |

Barracks for cooks and many other features such as would be necessary for the service of a city of 15,000 inhabitants. The total number of buildings provided is 373.

An interesting point in connection with the camp at Coddington is the installation of four swimming pools, complete with pumping, heating, and filtration facilities. These swimming pools are under roof and built of concrete, with showers and locker rooms.

DETENTION UNIT.

This division of a typical camp, such as the Coddington project, will accommodate 4,000 men, 2,000 incoming and 2,000 outgoing. In addition to the barracks would be found two laundries, four dispensaries, four isolation wards, two executive buildings, two office buildings, two storehouses, two garages, and a large receiving building. Where such buildings occur in pairs, it is to be noted that one is in connection with incoming recruits and one in connection with those outgoing.

The completed camp at Coddington Point will include development of the water supply from a distant point, purification of the water supply, a system of fresh-water mains and a salt-water system of mains for flushing and fire-protection purposes. The camp will be provided with large pumping units for fire protection, adequate power plants, and for heating and lighting the camp. A complete sanitary sewer system is also provided and a system of roads and walks. The site is surrounded on three sides by water and is most picturesque. The camp when complete, including heating, lighting, and other services, will cost about $6,000,000.

INFORMATION ABOUT THE TRAINING CAMP, GULFPORT, MISS.

The naval training camp is located on the Mississippi Centennial Exposition Grounds on the shore of the Gulf of Mexico, near Gulfport, Miss. The regimental and isolation group of buildings, the alterations to existing exposition buildings, and complete outside services, such as roads, sewers, gas, electricity, and hospital group, are being constructed. Camp now accommodates 2,100 men. Plans provide for extension for total of 2,500 or more if necessary.

Complete plans and specifications, covering every item entering into the work, were prepared by the Bureau of Yards and Docks and advertised for bids. The award in each case was made to the low bidder, as the result of competitive bidding.

The cost of the main regimental group, isolation group, outside services, drill ground, pier, and other accessories, when completed, will be about $500,000, and the hospital group $100,000, making a total cost of the completed naval training camp, $600,000.

A comprehensive plan of the camp was made with a full appreciation of the esthetic value of the original exposition layout of grounds and buildings, and only such modifications to these original grounds and buildings were made as was necessary to adapt them for camp purposes and provide a suitable mess hall, storehouse, armory, receiving building, officer-of-the-day building, and headquarters building. Temporary buildings, comprising the regimental, isolation groups, and hospital groups, were arranged in such a manner as to interfere as little as possible with the palm court, vistas, trees, and other lanscape-gardening features in the original layout. These groups are composed of officers' quarters, barracks, mess halls, latrines, wash houses, storehouses, brig and guardhouse, dispensary, and garages.

Shell roads were laid out and built as originally planned for the exposition with such additional roads as were necessary to serve the needs of the camp. A garbage incinerator, a landing pier, grading of the ground to provide for a drill field, and a sewerage-disposal plant are also provided in this contract. The training camp generally has the following major divisions: Administration, isolation, main regimental, hospital, commissary, and service.

MARINE CORPS.

Barracks of modern construction for the Marine Corps are under way at several points. Information relative to these operations follow:

Philadelphia: In September, 1917, contract was awarded for an extension to quartermaster's storehouse, at an estimated cost of approximately $300,000. This work was later increased by another contract for mechanical equipment and still a further contract for another

building, the total increase amounting to approximately $400,000. Work is now approximately 75 per cent completed.

Philadelphia Marine Barracks: Contract awarded November 26, 1917. These barracks to accommodate 400 men, approximate cost $200,000. Work now practically 90 per cent completed.

Philadelphia advance-base storehouse: Contract awarded June, 1917. Estimated cost, $76,000. Work completed December, 1917.

Peking, China: Contract entered into July, 1918. Estimated cost, $130,000. Work now going forward.

San Diego: Contract for dredging at San Diego, Marine Corps. Base was awarded January, 1918, and work is satisfactorily progressing with the dredging and filling. Plans and specifications for the Marine Corps base are being prepared and it is anticipated that they will be issued for bids within the next month. This total project will cover about $5,000,000.

NAVAL ACADEMY.

Work of extending the Naval Academy is well under way, a very satisfactory plan having been worked out for the extension of Bancroft Hall, the midshipmen's dormitory.

One of the wings accommodating about 550 midshipmen will be completed and ready for occupancy by October, 1918, and the remaining wing in February, 1919. The extension of the mess hall and its accompanying utilities will be completed by the same time, allowing for the messing of the maximum number of midshipmen, for which accommodations are to be provided. The extension of Isherwood Hall is under contract and will be completed early in October, 1918, including the enlargement of the forge shop. Temporary quarters have been completed which will accommodate about 450 reserve officers stationed at the academy for training. These quarters include a recreation and lecture hall large enough to seat the whole number of men.

Work on the high-power radio station at Annapolis is complete.

Extensive additions to the power-plant equipment and outside distributing systems are required to take care of the additional buildings. This work is well under way and will be finished by the time the new buildings are ready for occupancy.

DRY DOCKS.

Three naval dry docks are in course of construction at the present time and two other dry docks for which under congressional authority the Secretary of the Navy was authorized to enter into contract for naval purposes at a guaranteed minimum annual rental, all five docks being of such dimensions as to permit of docking the largest vessels capable of passing through the locks of the Panama Canal. In addition to these, appropriations have been made by Congress for the construction of a 1,000-foot dock at the navy yard, Charleston, S. C.

The two dry docks authorized at the first session of the Sixty-fourth Congress were placed under contract under favorable terms after public competition, the Norfolk Navy Yard dock in November, 1916, and the Philadelphia Navy Yard dock in April, 1917.

Work has progressed very satisfactorily on the Norfolk dock and at present it is expected that the dock will be completed ready for use by December of this year, approximately a year in advance of the contract date, due for completion. Satisfactory progress has been made on the Pearl Harbor Dry Dock, which it is expected will be completed early in 1919. Considering the unusual difficulties under which this dock is being constructed and the fact that no dock has ever been built by any such radical method as is being employed on this contract, the status of the work is considered as very satisfactory. The progress of construction of the dry dock being built by the Commonwealth of Massachusetts at Boston has been more satisfactory than during the preceding year. Shortage of labor and difficulty in securing materials have had their influences, however, upon the progress of the work upon this dry dock during the past year. From present indications this dock will probably be completed in 1919. Congress has authorized the use of this dock by the Navy Department under practically the same conditions as those applying to the dry dock of the Union Iron Works in San Francisco, Cal. The Union Iron Works dock is approximately 90 per cent complete.

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BUREAU OF MEDICINE AND SURGERY.

When war began the Medical Corps of the Navy numbered about 300 commissioned officers. To-day we have that many Navy medical officers on duty in European waters or ashore in foreign countries. To-day the Medical Corps consists of 3,000 officers, all of whom are actually required for the present needs of the service and would not suffice in the event of further expansion. All these accessions to the Medical Corps were taken in after physical and professional examinations and they have received special training for military service and special professional training at the Naval Medical School, Washington, D. C., at naval hospitals, on board cruising ships of the Navy, and at great medical centers like New York, Boston, and Philadelphia, where intensive courses, both didactic and practical, were conducted for their benefit by the best professional talent in the country. The Dental Corps at the beginning of the war numbered 30 officers, it now has 500 members and the demand for their services has not even been fully met. As in the case of the doctors the dentists now serving abroad are numericaly equal to the corps of two years ago. At the front, serving in the field with the marines in France, we have medical officers and dental officers. Their record is known from the newspapers. The

first commissioned officer of the Navy proper to die in battle on the soil of France was Dental Surg. W. E. Osborne, fatally wounded while carrying a wounded comrade from the field. He was posthumously awarded the distinguished-service cross by Gen. Pershing.

Equal courage and fortitude has been shown by members of the Hospital Corps, the male nurses of the Navy, who serve on our battleships and go into action with the marines, sharing every danger with their comrades of other branches of the service. The Hospital Corps in July, 1916, numbered 1,585 men. To-day the corps consists of 14,000 men, for whom we have four large, thoroughly organized training schools and many smaller centers of instruction.

The female nurse corps comprises 1,128 women, of whom 260 are serving at our naval hospitals and dispensaries in England and France. We have more than doubled, nearly trebled, our enrollment of female nurses for active service since last year. The Navy nurses are without exception women of unusual ability and the highest character. They continue to show in every emergency the fidelity and devotion which has always characterized them.

The most carefully planned arrangements have been carried out during the past year and are now being increased and elaborated in every direction for the care of our sick and wounded. During the first year of the war we completed sufficient emergency hospital construction to increase the previously existing hospital facilities in 18 regular naval hospitals with their 1,600 beds by 114 new buildings, constructed and equipped—wards, contagious pavilions, operating rooms, quarters for female nurses and Hospital Corps men, storerooms, kitchens, mess halls, and barracks for civilian employees. By July, 1917, 2,700 additional beds had been provided for the sick. The buildings since completed, now nearing completion or contracted for and under way, will give the medical department of the Navy a patient capacity of between eleven and twelve thousand beds. For example, the hospital at Norfolk, Va., which had been increased last year to one thousand four hundred-odd beds will soon have 900 more beds. The hospital at Hampton Roads is being increased from 750 to 900. Brooklyn is being prepared for 500 additional patients, and Pelham Bay Park for an increase of 500 over last year, making 750. When I say beds I mean to include all the necessities for that many sick—heating, lighting, food, ambulance service, skilled nursing and skilled professional attendance, medical, surgical, and dental. At the Great Lakes Training Station the hospital capacity is about 1,300. An additional 200 beds are being provided. The three hundred and fifty-odd beds at Charleston, S. C., are to be doubled. League Island, Pa., which last year had 200 beds in 17 buildings, will shortly accommodate 600 additional patients in 30 additional buildings. The old Philadelphia Hospital is being increased this year by 300 additional beds, and a contract has been awarded for an addition to the hospital at League Island of 500 beds. In addition to this a hospital of 175 beds is going up at New London, Conn. At Wards Island, N. Y., 15 barrack buildings are under construction, which will accommodate 800 beds. In all these buildings attention has been given to adequate heating and ventilation. A full allowance of floor space and cubic air space is assured for each bed.

The list of beds here given represents the accommodation for patients only, and it must not be forgotten that the necessary attendant personnel for these patients is large and requires housing too. Thus, with the money expended in this hospital construction, there have been obtained also quarters for doctors, dentists, male and female nurses, and civilian employees, which may be estimated in terms of beds as from 40 to 50 per cent more than the number cited.

It remains to be said in this connection that while buildings were going up and equipment was being assembled arrangements with the best civilian hospitals of Boston, New York, and Philadelphia provided immediate accommodation and skilled treatment for any excess of sick over and above the naval facilities of the moment. Such sick as were sent to civilian institutions continued under the medical surveillance of the Navy, whose doctors were responsible for their welfare and their behavior.

In spite of the interference with business, caused by the war, the medical department of the Navy has not at any time lacked and does not now lack ample supplies of instruments, drugs, and dressings. Substitutes have been found for certain articles needed for the sick; others have been modified, where the cost was prohibitive or it was impossible to obtain them from abroad. All the thousands of recruits who have joined the colors have been vaccinated against smallpox and have received antityphoid prophylaxis. Not only were the candidates for enrollment examined by medical officers at recruiting stations, but trained psychiatrists have been at work in our training camps to weed out from the beginning those who were mentally and temperamentally unfit for the strain of war, aiming not only to remove this element of weakness from the fighting forces, but to prevent the shipwreck in individual cases, due to infringements of discipline and their consequent punishment, which invariably mark the career of these unfortunates when they are encompassed by the iron restraints of military discipline.

A most vital part of the work of the medical department of the Navy has been in the field of hygiene and sanitation. Important as it is to treat the sick it is more important still to ward off the dangers incident to large assemblages of men in camps, barracks, and ships by preventive measures.

The Bureau of Medicine and Surgery had a voice in the planning of our new training stations and in the modification of the existing ones

when the expansion of the Navy began. Certain fundamental principles of housing, berthing, ventilation, isolation, and observation were laid down for the handling of recruits, and while epidemics of meningitis, measles, and mumps have occurred, they have been limited and controlled. While recognizing the need for rapidity of enrollment and training, the Bureau of Medicine and Surgery has stood out for systematic, concerted effort against overcrowding and has insisted that preparations for the adequate handling of men must keep pace with the recruiting of them. Two features stand out prominently in the Navy training-camp arrangements. They were accepted experimentally at first. To-day their enormous value has been fully recognized by naval military authorities. They are the detention system and the small-unit barracks. By detention system is meant that all recruits reporting at a training camp or station are housed, fed, and drilled apart for a period of 14 to 21 days. During this period contagious cases or men capable of carrying infection are sent to hospital or subjected to special observation. The detention period permits of careful vaccination and inoculation against smallpox and typhoid fever, while the new arrivals are gradually growing accustomed to their new environment and duties. Homesickness and discouragement are prone to attack the young recruit, and he is peculiarly susceptible to fatigue and physical deterioration, and therefore to epidemic diseases in the first days after enrollment. When the period of training at camp and barrack is over and the recruit has reached the point where he is ready to go aboard ships, a further detention is instituted to protect the personnel of battleship and cruiser from the introduction of contagion from abroad. During the early weeks of the war this so-called outgoing detention was not in full operation and epidemic diseases developed in the personnel afloat, but this no longer happens. The other important point in the Navy training-camp system is the small-unit barrack. The Bureau of Medicine and Surgery has urged that men be housed together in small groups, preferably 9 to 12, never more than 35 or 50 to a building, each man to have a minimum of 50 square feet of floor space. The tendency to overcrowding is inevitable, but abundant cubic air space is the most essential prerequisite of healthy camps.

Besides making these basal demands, the medical officers have exerted themselves to the limit of their strength to keep the men well by sanitary measures. They have had a gratifying success. If we may judge from the general admission rate for the entire Navy for all causes, including accidents and injuries as well as sickness, for the six months from January 1 to June 30, 1918. This admission rate means that when a man is put on the sick list for a boil it counts 1. If the same man later has measles, it counts 2. Later if he sprains his ankle, it means three admissions. The admission rate, as so interpreted, has been 716.5 per thousand men per annum. Compare this with the average admission rate for the eight years of peace from 1909 to 1916, which was 624.23. Consider that the period referred to included the months of January, February, March, and April, the wet, snowy, cold, inclement months, when sickness is most prevalent, when men want to shut windows and doors and ventilators and enjoy being crowded together for the sake of warmth and temporary comfort. Remember that the history of all military operations teaches the disproportionate increase of morbidity that accompanies concentration of men in large numbers. Remember that susceptibility is greatest in youth and that the average age of the Navy enlistments is well below that of land forces. You will then realize that, in spite of the country's unpreparedness, the need for dispatch and the work accomplished, the Navy's showing as to health has been reassuring, gratifying, splendid.

The factor of youth in causing sickness under stress is so great that I must give you one other figure to impress you with the value of our Navy medical service. It is a very striking figure. The admission rate for recruits in training for the half year alluded to was 1,086.04, as against the average admission rate for apprentice seamen during the preceding eight-year period of peace, which was 1,272 99.

For the sick and injured abroad we have a total hospital bed capacity, divided between England, Scotland, Ireland, and France, of over 3,000, of which 1,475 are in France and the balance in the British Isles. There are, in addition, less elaborate and temporary accommodations in France for 400 patients at smaller stations.

The medical department of the Navy has made special effort to prevent sickness among the troops going abroad in Navy transports. Careful thought was given to the subject, and a very simple scheme has been put in operation. The Army embarks and disembarks the troops, and is expected to embark them free from disease, clean, properly vaccinated, etc. Army medical officers hold sick call for their respective units, and the men requiring to be turned in, that correspond in shore parlance to hospital cases, are berthed in the ship's sick bay under the care of the ship's Navy medical officers. Minor ailments are prescribed for by the Army doctors, and their prescriptions are filled in the sick bay from the ship's stores, so that the Army medical units may not have to break into their outfits and deplete them in transit. (The senior medical officer of the Navy aboard has charge of all sanitary measures.)

The Navy has three hospital ships—the old *Solace*, 20 years in the service and still having a limited usefulness, and two 10,000-ton vessels, originally Ward liners, which have been converted to ambulance ships and fully equipped for 300 patients each. These ships do not more than cover the needs of the Navy. Hence when the Army called

for assistance in returning its sick and wounded from abroad it was decided in conference between the two services to utilize the sick bays or hospital facilities of returning transports. Of course these ships can not bring home in comfort as many sick and wounded as the well men they carry on the eastward voyage. The troops on the way to the front can put up with bunks on lower decks and oo go up and down ladders to mess, to the toilet, to get into the air and sunlight, as the sick could not. Still this arrangement meets the need, provided the Army sick are evacuated and distributed to different ports so that no transport shall ever return without being filled to its legitimate sick-carrying capacity. The transports vary not only in size but in type of construction, which counts almost as much as size where proper handling of the sick is concerned.

To give some idea of the total patient capacity at present, as distinguished from troop capacity, of these ships, I may say that if they all sailed at once from Europe they would bring home in a single voyage:

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|---|---|
| Bedridden patients requiring a maximum of care and attention, all occupying hospital bunks | 1,400 |
| Patients requiring surgical dressings and treatment but able to live in troop quarters | 7,800 |
| Insane | 600 |
| Tuberculosis cases, either isolated or housed on open decks | 975 |
| Patients requiring no surgical attention quartered in officers' rooms | 4,900 |
| Convalescents having the status of well men so far as berthing is concerned | 76,000 |
| Total | 91,675 |

At the headquarters, in New York, of Admiral Gleaves, commanding the Transport and Cruiser Force, we have a medical officer of special ability, who acts in an advisory capacity on all matters sanitary. He inspects every transport coming in or going out, and, as opportunity permits, without delaying the expeditious transfer of men, institutes the changes and improvements which experience proves to be required. This doctor has made four trans-Atlantic voyages in transports for the sole purpose of acquiring full knowledge of conditions and problems connected with this service. Another medical officer is stationed at Newport News with identical functions. In each of two French ports we have a Navy medical officer who has had experience of transport service to facilitate the prompt distribution of Army patients to returning transports.

A brief reference should be made to the many enterprises, connected with war service, engaged in by the Medical Corps. The subject of gas warfare, the use of masks, the neutralization of poisonous gases and the treatment of the gassed has been fully mastered. The ventilation of submarines, the food appropriate to men serving in them, has been investigated and improved. Antiflash clothing has been devised to minimize the dangers from liquid fire, burning gunpowder, and explosives. Traveling laboratories have been organized at the medical school, and, on telegraphic request, their units, fully equipped, can proceed to the scene of an epidemic where personnel is overworked or facilities for bacteriological work are limited. The medical departments of the vessels of the fleet are fully prepared for the hazards of battle. The battle dressing stations, located behind armor and equipped with hot and cold water, with electric sterilizers, operating tables, and ample supplies of surgical dressings, manned by skillful and devoted doctors and attendants, are ready. A painstaking study has been made of all problems connected with the food and clothing of the men. Epidemic diseases have been investigated, both as regards prevention and treatment, and elaborate statistics have been tabulated. Instruction on all these topics has been given, as required, to doctors and nurses, and the personnel of the medical department has been kept fully abreast of all scientific advancement through quarterly and weekly publications, which embodied our own findings and all that could be observed by our representatives abroad or learned from current foreign literature.

Sanitary inspectors from the United States Public Health Service have worked with the Navy doctors to improve local conditions in the vicinity of our camps and stations, so that, instead of the presence of these camps being a menace to civilian communities they have proved a blessing, through destruction of mosquitoes and flies and improvement of water supplies, sewage and garbage disposal. Social conditions have also improved, and the fight against prostitution and venereal disease, begun by the Navy 15 years ago, has taken on vast and comprehensive proportions. Lectures and personal talks, moving-picture shows, distributed booklets and posters, have furthered the cause of clean living. Not only the physical man but his spiritual side has been considered and much has been acomplished to promote happiness and contentment as well as health among the men.

### Office of the Judge Advocate General.

As the volume of work of this office is very largely dependent on the number of personnel in the service, it is evident how the pressure upon this office has increased by this sudden and extraordinary expansion. But in another respect also the change from a state of peace to that of war has placed heavy burdens on this department, because of the important war legislation affecting the personnel that suddenly became necessary, and because of the many new and varied questions of law that have been constantly arising out of the new conditions, as affect-

ing both the Regular Establishment and more particularly the auxiliary arms of the service.

During the past year 4,831 men under naval jurisdiction were tried by general court-martial, as compared with 1,816 during 1917. This large increase was due to the increase in the naval personnel. During 1917 there were 95.548 men under naval jurisdiction, as compared with 412.415 during 1918. The percentage tried by general courts-martial during 1918 was 1.185, as compared with 2.23 during 1917. Men who have been convicted of purely military offenses are offered every opportunity to rehabilitate themselves in the service.

During the past year 4,505 men under naval jurisdiction were confined in naval prisons, as compared with 2,018 during the previous year. Additional buildings were constructed at Portsmouth to take care of this increase. Contracts have also been let for additional prison buildings at the naval prison, Paris Island, S. C.

Every effort is being made to reduce the number of men confined. All prisoners who are physically or mentally unfit are immediately discharged. That efforts have been successful is shown by the reduction in the percentage of imprisonments from 2.97 per cent in 1914 to 1.22 per cent in 1917, a result obtained while maintaining and improving the discipline of our armed forces. With the methods now employed it is hoped to still further reduce the percentage of imprisonments and make progress in the general lines indicated.

## Marine Corps.

When war came to the United States in April, 1917, it found the Marine Corps with authorized enlisted strength of 17,500 officers and men. It was readily seen that this limit would be too small for the new activities of the corps, with the result that in May the authorized strength of the corps was increased by act of Congress to 30,000 men. Within less than six months voluntary enlistments to the corps were up to full strength, while the call was for "more marines." This accounts for the fact that the authorized strength of the corps now is 75,500, and after the 1st of October, when voluntary inductions will be allowed, the 20,000 men who are needed to bring the corps to its full strength will be readily obtained at a rate of 5,000 men a month.

War found the marines ready. In fact, three days before the breaking off of diplomatic relations between the United States and Germany, an order went forth for 50,000 pair of shoes for the corps and other matters of housing, equipment, and cantonment necessities were handled in the same efficient manner. There have been no troubles from overcrowding or from lack of food, clothing, or equipment in the Marine Corps.

Marines landed in France early in the summer of 1917. Owing to the need for experienced rear troops to guard the lines of communication, it was necessary for Gen. Pershing to scatter a number of the sea soldiers and use them for provost guards at base posts and in Paris. However, as soon as the necessary men to take their places arrived the marines were relieved from this duty and assigned to a "quiet sector" in the Verdun district, there to receive their initiation into war. They stood the tests so well that when Gen. Foch called for troops to help stem the German rush on Paris, the Fourth Brigade of Marines was rushed forward in company with the famous Twenty-third Infantry Regiment, and a crack French unit to achieve what then seemed an impossibility—the stemming of the German advance, with the Germans numbering four to one against the defenders of Paris.

This came in the vicinity of Chateau-Thierry with the battle that began May 27. From then on through the fierce encounters of Torcy, Bouresches, Lucy, and Belleau Wood, the marines, who had been rushed to the conflicts in motors, fought night and day, enduring terrible hardships and terrific losses. But they achieved their aim—they not only stopped the German rush, but drove back the Huns and recaptured lost territory.

Their bravery caused the French Nation to change the name of Belleau Wood to "Bois de la Brigade des Marines," and to give the marines the credit of having saved Paris. To show the fighting spirit of the marines, it is only necessary to cite the fact that one battalion that went into the fight with 1,350 men, emerged with only 350. Another had only 450. Others with 600 and 800 were common. And the surprising part of it all was that the replacement troops who took the places of fallen men fought just as hard and as bravely as the more seasoned men. Some of the replacement troops were under fire for the first time when they hurried forward to reinforce the marines fighting near Belleau Wood and Bouresches.

Following these battles, there was the necessary rest. Then when the great attack began on the Marne at Viller Cottent on July 17, the marines were again present, and again gave a good account of themselves.

The fighting in France does not encompass all the activities of the marines. Of course, the foregoing is in addition to the well-known duty of marines as a part of the Navy. Marine detachments as usual are maintained on board capital ships. Detachment at navy yards, ammunition depots, radio stations, and other naval activities have been largely increased since the beginning of the war, and the advance base force, comprising about 6,000 specially-trained marines, is standing by, ready for service at an instant's notice with the Navy.

The policing of various countries in cooperation with local authorities still continues—especially in Santo Domingo, where occasional brushes between the marines and bandits occur. There, too, the marines

are living up to their reputation. Recently 10 men and a colonel, ambushed by brigands, killed 20 of the bandits, while the marine detachment suffered a casualty list of 1 mule.

The careful training of marine recruits has been heightened by the rush of war, rather than weakened. Recently it was brought to the attention of the Navy Department that the Thirteenth Regiment of marines had achieved almost perfection in marksmanship, with 95 per cent of its personnel qualifying on the range, and the ideal percentage of that personnel qualifying to scale. The ideal unit should possess one-seventh of its number in expert riflemen, two-sevenths in sharpshooters, and four-sevenths in marksmen. This division is to be found almost to the man in the 95 per cent of the Thirteenth which qualified.

Another point which illustrates the careful training of the United States marine:

Since the fighting began in France, up to September 21, 1918, 37 officers and 942 men are reported dead, 64 officers and 1,027 men are reported wounded, but only 11 are known to be in the hands of the enemy. The marines don't surrender. They fight.

In addition to the foregoing reported casualties unofficial advices indicate a great many more casualties not included in the cablegrams from Gen. Pershing.

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[No. 53.]

## McCONNON, GEORGE H.

DEPARTMENT OF THE NAVY,
Washington, August 30, 1918.

My Dear Mr. Chairman: In further reply to your letter of June 28, 1918, inclosing a copy of the bill (H. R. 5312) "To reinstate George H. McConnon in the Navy as a surgeon," and requesting the views and recommendations of the department thereon, I have the honor to inform you as follows:

George H. McConnon was born February 21, 1880. He was appointed an assistant surgeon in the Navy September 21, 1905, and resigned August 1, 1907. On February 16, 1918, he enrolled as an assistant surgeon in the Naval Reserve Force, where he is at present serving. His total period of service in the Regular Navy was therefore less than two years.

The above bill, if enacted into law, would operate to place Surg. McConnon in the position he would now occupy in the Regular Navy had he remained in the service continuously from the date of entrance in 1905, though he has now been out of the service for a period of approximately 11 years. Even though made an extra number, such action would be an injustice to those officers in the Medical Corps who were junior to him at the time he resigned and who have remained continuously in active service.

Further, the proposed legislation is for the benefit of an individual and therefore of a class to which the department is opposed as not being for the best interests of the service except in specially meritorious cases. No features of special merit being apparent in this case, it is recommended that the bill (H. R. 5312) be not favorably considered.

Sincerely, yours,

Josephus Daniels,
*Secretary of the Navy.*

The Chairman Committee on Naval Affairs,
*House of Representatives.*



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[No. 54.]

## GILFILLAN, CALVIN WILLARD.

DEPARTMENT OF THE NAVY,
Washington, October 4, 1918.

My Dear Mr. Chairman: In further reply to the committee's letter of September 26, 1918, inclosing a copy of the resolution (H. J. Res. 320), authorizing Calvin Willard Gilfillan to take the examination for the Naval Academy in February, nineteen hundred and nineteen, and requesting the views and recommendations of the department thereon, I have the honor to inform you that in view of the circumstances in this case the department has no objection to the enactment of the resolution.

The attention of the committee is, however, respectfully invited to what would appear to have been an error in the printing of the resolution. The second paragraph of the preliminary statement of facts, it is believed, should be amended by adding the words "not more than" immediately preceding the words "twenty years," as the law, act of May 14, 1918, requires that a candidate be "not more than twenty years of age" on April 1, of the calendar year of entry.

Sincerely, yours,

Josephus Daniels,
*Secretary of the Navy.*

The Chairman Committee on Naval Affairs,
*House of Representatives.*



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[No. 55.]

## WILLIAMS, CHARLES E.

**NAVY DEPARTMENT,**
**Washington, October 16, 1918.**

MY DEAR MR. PADGETT: I have your letter of September 23, inclosing copy of H. R. 8865, to give Charles E. Williams, of Saco, Me., a record which will entitle him to a pension.

Upon receipt of a letter from Congressman Goodall, the department communicated with the authorities at the Portsmouth Navy Yard on June 27, 1918, and was informed that there was no record of the employment of Mr. Williams at that yard during the period October 20, 1864, to October 31, 1865.

The Auditor for the Navy Department has submitted the following statement in the circumstances:

The name of Charles E. Williams is not found on the rolls of the Portsmouth Navy Yard from 1863 to 1866.

The name of Charles E. Williams is not found on the civil employee rolls of the Portsmouth Navy Yard for 1864 and 1865.

The name of Charles Williams is found as a helper during that period.

This is the only information the department can obtain relating to the service of Mr. Williams, and the service claimed by him can not be verified as that of an enlisted man of the Navy.

Sincerely, yours,

JOSEPHUS DANIELS,
*Secretary of the Navy.*

Hon. LEMUEL P. PADGETT, M. C.,
*House of Representatives, Washington, D. C.*



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65th CONGRESS, 2d Session. } HOUSE OF REPRESENTATIVES. { REPORT No. 393.

# NAVAL APPROPRIATION BILL.

MARCH 19, 1918.—Committed to the Committee of the Whole House on the state of the Union and ordered to be printed.

Mr. PADGETT, from the Committee on Naval Affairs, submitted the following

## REPORT.

[To accompany H. R. 10854.]

The Committee on Naval Affairs, to whom was referred so much of the President's annual message as related to the Naval Establishment, together with the annual original and supplemental estimates, the annual report of the Secretary of the Navy, and subsequent communications from the Secretary of the Navy, submit herewith H. R. 10854, making appropriations for the Naval Service for the fiscal year ending June 30, 1919, with the following statement:

| | |
|---|---|
| The estimates for the support of the Naval Establishment for the next fiscal year as set forth in the Book of Estimates | $1,039,860,502.84 |
| Formal supplemental estimates | 230,102,152.20 |
| Supplemental departmental communications requesting additional appropriations | 94,825,969.00 |
| Total amount requested for the Naval Establishment for the next fiscal year | 1,364,788,624.04 |
| Amount recommended by the committee in this bill | 1,327,608,673.34 |
| Making a reduction by this committee of | 37,179,950.70 |
| Total appropriations for the Naval Establishment for the fiscal year ending June 30, 1918, carried in the Naval appropriation bill and the deficiency bills of June 15, 1917, and October 6, 1917 | 1,592,837,859.45 |
| The total of this bill as recommended by the committee is | 1,327,608,673.34 |
| Making a reduction from last year of | 265,229,186.11 |
| The deficiency bill now pending in Congress and passed by the House carried for the Naval Establishment | 49,130,072.25 |
| This was increased by the Senate to | 66,371,672.00 |
| If this bill as passed by the Senate becomes a law, the total amount of appropriations for the Naval Establishment for the fiscal year ending June 30, 1918, will be | 1,659,209,531.45 |

## BUILDING PROGRAM.

Of the vessels authorized by the naval appropriation act of August 29, 1916, an appropriation has been made to begin the construction of all except 3 battleships, 1 battle cruiser, 3 scouts, 15 destroyers, 9 fleet submarines, 10 coast submarines, 2 fuel ships, 1 repair ship, 1 transport, 1 destroyer tender, 1 ammunition ship, and 1 gunboat. In view of the fact that most of these vessels can not be constructed in time to be of use to the fleet in the present war, the Navy Department did not recommend that they be appropriated for this year. It is the purpose of the Navy Department to use the shipbuilding facilities of the country for the construction of vessels which can be constructed in time to be of use in the present war, and to postpone the construction of those vessels which can not be constructed in time to be used in the present war.

There is a provision recommended in this bill that the remaining vessels authorized in the act of August 29, 1916, which have not already been directed to be begun, shall be begun as soon as practicable, and the Secretary of the Navy states that he has sufficient money on hand to begin the construction of these vessels as soon as the shipbuilding facilities of the country will permit.

The deficiency bill of October 6, 1917, authorized the expenditure of $350,000,000 for the construction of torpedo-boat destroyers, and for that purpose appropriated $225,000,000. The balance of $125,000,000 is recommended to be appropriated in this bill.

## NAVAL EMERGENCY FUND.

The naval appropriation act of last year appropriated $115,000,000 to be expended in the discretion of the President to secure the more expeditious delivery of materials, equipment, and munitions, and to secure the more expeditious construction of ships. In the deficiency act of October 6, 1917, the President was given $100,000,000 for similar purposes. In this bill the committee recommends that the President be given an additional fund of $100,000,000 for the same purposes. The committee is of the opinion that this fund is necessary to secure the vessels in time to be of service in the present war.

## ENLISTED PERSONNEL.

The present authorized permanent enlisted strength of the Navy is 87,000 men and 6,000 apprentice seamen. The act of May 22, 1917, temporarily increased the enlisted personnel of the Navy to 150,000 men. The committee recommends in this bill that the enlisted personnel of the Navy be increased temporarily to 180,000 men, plus 24,000 apprentice seamen, plus 10,000 men for aviation service, plus 14,000 men in trade schools, making a total of 228,000 men. This is in accordance with the recommendations of the Navy Department and the Chief of the Bureau of Navigation, and the committee is of the opinion that this number will be needed to meet the requirements of the service.

The authorized permanent enlisted strength of the Marine Corps is 17,400 men. The act of May 22, 1917, temporarily increased this number to 30,000. The committee in this bill recommends that this

number be further temporarily increased to 50,000, in order to meet the increased demands upon this service. This recommended increase is in accordance with the recommendation of the Navy Department and of the Major General Commandant of the Marine Corps.

### COMMISSIONED PERSONNEL.

Owing to the recommended increases of the enlisted personnel of the Navy, the committee recommends that the President be authorized to appoint temporarily not exceeding four captains and seven commanders in the Navy, selected for promotion under provisions of existing law. The committee also recommends that the President be authorized to appoint temporarily 3 brigadier generals, 12 colonels, and 12 lieutenant colonels of the Marine Corps. All of these appointments to remain in force until otherwise directed by the President or repealed by Congress, and not later than six months after the termination of the present war.

Owing to the increased personnel of the Marine Corps, and the increased demands of that corps, the committee recommends that the rank of major general of the Marine Corps be created. No such permanent rank and title now exists.

A provision is inserted in this bill providing that hereafter the Chief of Naval Operations shall receive the same allowances as are now or may hereafter be prescribed for general in the Army, and that officers of the Navy while holding the title and rank of admiral and vice admiral shall receive the same allowances as are prescribed for general and lieutenant general in the Army, respectively; and chiefs of bureaus of the Navy Department, including the Judge Advocate General of the Navy, shall, while so serving, receive the same pay and allowances as are now or may hereafter be prescribed for chiefs of bureaus of the War Department and the Judge Advocate General of the Army. This restores equality of pay in the Army and Navy.

This bill also provides that the act of May 22, 1917, be amended by authorizing the temporary promotion of officers in the Navy to the rank of lieutenant commander instead of lieutenant.

### LEGISLATION.

The committee recommends that the act relating to the loss of pay by officers and enlisted men of the Navy and Marine Corps, who are absent from duty on account of sickness or disease resulting from their own misconduct, shall be amended by adding the word "injury," so that an officer or enlisted man who is injured as the result of his own misconduct shall forfeit his pay while so absent from duty.

This bill provides that:

The President be authorized to drop from the rolls of the Navy or Marine Corps, any officer who is absent from duty without leave for a period of three months or more.

In time of war or national emergency, any commissioned or warrant officer of the Navy or Marine Corps or Coast Guard on the retired list ordered to active duty, shall be entitled to promotion on the retired list not above lieutenant commander in the Navy, major in the Marine Corps or captain in the Coast Guard.

Officers and men detailed to the aviation service shall in no case receive increased allowances. This provision does not take away the increased pay of aviators, but does take away increased allowances.

The age limit for candidates for admission to the Naval Academy to be between 16 and 20 years on July 1 of the calendar year in which they enter. This does not affect candidates for entrance in 1918.

The President may in his discretion reduce the course of instruction at the Naval Academy until August 1, 1921, from four years to three years.

Such increased pay as may now or hereafter be provided for gun pointers or gun captains shall be allowed any enlisted man of the Navy or Marine Corps who qualifies as gun pointer or gun captain.

At the present time, the effects of a deceased person in the Navy or Marine Corps whose next of kin can not be found, are placed in a sealed package in the Navy Department or Marine Corps Headquarters, as the case may be. These effects are rapidly accumulating and a provision is inserted in this bill to provide for the sale of these effects at the expiration of two years after diligent search has been made for the deceased's next of kin, the proceeds of such sale to be credited to the Navy Pension Fund, and payable to next of kin if later ascertained.

That the act of May 22, 1908, authorizing the designation of enlisted men of the Navy and Marine Corps to serve as mail clerks and assistant mail clerks be amended to permit the designation of enlisted men as mail clerks and assistant mail clerks at stations ashore under the jurisdiction of the Navy Department.

To authorize the Secretary of the Navy to determine where and when there are no public quarters available for persons in the Navy and Marine Corps in order to determine whether or not such persons are entitled to commutation for quarters.

That the act granting increase of 33 cents per day to seamen and landsmen in the Navy while serving as firemen be amended to apply to the Marines.

Authorizing the Secretary of the Navy to pay a cash reward to civilian employees of the Navy or other persons in civil life for a suggestion which results in improved methods or economy.

To authorize the Comptroller of the Treasury to consider appeals from settlements of the auditor of the Navy Department in the case of Pay Master Alvin Hovey-King. Mr King in good faith made certain disbursements which were disallowed by the comptroller and which were later allowed as proper payments, but not until after the expiration of one year, the limitation fixed by existing law. This provision simply waives the limitation of one year in considering the appeal in this case.

That the pay of retired chief warrant officers who have been on the active list since August 29, 1916, and whose service is equal to six years shall be that received by a lieutenant, junior grade; and that the pay of retired chief warrant officers who have been on the active list since August 29, 1916, and whose service is equal to 12 years shall be the same as that of a lieutenant. That retired warrant officers who have or may hereafter perform active duty and whose service equals 12 years shall receive the pay and allowances of a lieutenant, junior grade; and that retired warrant officers who have or may hereafter perform active duty and whose service equals 18 years receive the pay and allowances of a lieutenant.

A provision is inserted in this bill to correct an injustice which the committee feels was done one Sergt. Gilbert E. Frazier, of the Marine Corps. Sergt. Frazier was placed on the retired list January 7, 1917, after over 30 years' service, and was recalled to active service on the declaration of war. At the time of his retirement he was receiving the pay of the sixth enlistment period. His commanding officer wished to promote Sergt. Frazier, but the Navy Department held that this promotion could not take place unless Sergt. Frazier was retired and reenlisted as a private on the active list and then promoted. Thereupon Sergt. Frazier allowed himself to be discharged and reenlisted as a private on May 27, 1917. The comptroller now holds that the pay of Sergt. Frazier is that of his first enlistment rather than his sixth, as he did not reenlist on the active list within three months from the date of his retirement. This provision is to allow Sergt. Frazier the pay and benefits to which the committee feels he is entitled.

The committee recommends in this bill the transfer of a small parcel of land at St. Joseph, Mich., from the jurisdiction of the Department of Commerce to the Navy Department. This land comprises about 1.72 acres and is now being used by the Navy Department. The Department of Commerce has given its approval to the transfer. The transfer carries no appropriation.

This bill provides that the National Naval Volunteers be transferred from the Naval Militia into the Naval Reserve Force and be a part of the Naval Reserve Force. This legislation is recommended by the Navy Department, the officer in charge of the Naval Reserves personnel and representatives from the National Naval Volunteers. It is estimated that this transfer will save about $1,527,617, as this amount was appropriated for the Naval Militia last year and is not needed this year if this transfer is made.

A provision is also inserted transferring the Medical Reserve Corps and Dental Reserve Corps into the Naval Reserve Force.

## AVIATION.

The appropriation for aviation in the naval appropriation bill and the deficiency bills for the fiscal year ending June 30, 1918, amounted to $61,133,000. The committee recommends in this bill for aviation an appropriation of $188,042,969, an increase over last year of $126,909,969. The amount recommended this year is needed in operations abroad and at home, and for the purchase and manufacture of additional planes and engines, which are very greatly increased in cost.

## BUREAU OF NAVIGATION.

Under the Bureau of Navigation the appropriation in the naval appropriation bill and the deficiency bills last year amounted to $28,276,554.54. The amount recommended in this bill is $23,799,010, a reduction of $4,477,544.54.

The appropriation "Transportation" is combined with the two appropriations of last year, "Transportation" and "Recruiting," carrying a total appropriation of $4,839,076.84. There is recommended in this bill an appropriation of $5,100,000. This increase is due to the increased activities of the service.

Gunnery and engineering exercises is increased by $200,000, for the same reason.

Outfits on first enlistment is slightly decreased this year, but it is estimated that the amount asked in this bill will be sufficient to care for the needs. The bill provides that the outfit for enlisted men be increased from $60 each to $100 each and for the enlisted men of the reserves from $30 each to $60 each. This increase is recommended on account of the increased cost of the outfit, which at present is about $95 per man. The allowance for the uniforms of the officers of the reserve force is recommended to be increased from $50 to $150. This increase is recommended because reserve officers may be called into service for only a short time and suffer much financial loss by reason of their temporary service.

Instruments and supplies is decreased by $2,723,640. The appropriations last year supplied the needs in this appropriation, and the amount asked for this year is largely for replacements.

Naval training stations, California, Rhode Island, Great Lakes, and St. Helena, are increased, due to the increased activities at those stations.

## BUREAU OF ORDNANCE.

The appropriation last year in the naval appropriation bill and the deficiency bills amounted to $394,337,506.50. The amount recommended this year is $166,957,248.50, a reduction of $227,380.258. This large reduction is due to the fact that the Navy is well supplied with ordnance materials, and it is believed that the appropriation recommended this year will meet all the requirements upon this bureau.

An appropriation of $50,000,000 is asked for reserve ordnance supplies, ammunition for vessels, $39,259,180; new batteries for ships of the Navy, $48,309,523.50. These appropriations make up the bulk of the appropriation for ordnance.

This bill carries an appropriation of $1,000,000 for the purchase of additional land and the necessary buildings, construction, equipment, railroad facilities, etc., for increasing the facilities for the proof and test of ordnance materials. This appropriation is stated by the Secretary of the Navy and the Chief of the Bureau of Ordnance to be urgent. The detailed explanation of the needs of this new proving ground is shown on page 99 of the hearings before the committee.

## BUREAU OF YARDS AND DOCKS.

The appropriations under yards and docks last year amounted to $8,094,000. The appropriation recommended this year is $12,000,000. This increase is due to an emergency fund of $4,750,000 for emergency expenses and extension of navy yards and stations required for war purposes.

## PUBLIC WORKS.

The total amount carried under public works last year was $46,344,755.01. The total recommended this year is $25,226,875.

Some of the principal items under this head are: Dry dock at Philadelphia, Pa., to complete, $2,000,000. Purchase of additional land at navy yard, Washington, D. C., $488,000. Dry dock, Nor-

folk, Va., to complete, $2,000,000. Building and grounds, Naval Academy, $2,275,000. Depots for coal and other fuel, $750,000. Marine Corps base, San Diego, Cal., $1,500,000. Naval operating base, Hampton Roads, $2,500,000. The committee also recommended the construction of a large dry dock at Charleston, S. C., the limit of cost to be $4,000,000, and for that purpose $1,150,000 is carried in this bill. The committee also recommended the dredging of the basin at the navy yard, Charleston, S. C., and of a channel from the navy yard to deep water to a depth of 40 feet and 1,000 feet wide, limit of cost to be $5,000,000, and an appropriation for this purpose of $1,000,000 is recommended in this bill.

An additional dry dock is considered necessary somewhere on the Atlantic south of Hatteras, and Charleston is considered the most desirable place. The appropriation for dredging is necessary in order to get sufficient depth of water to make the dock available for the largest vessels.

The committee recommends that the President be authorized to acquire additional land in the vicinity of the naval magazine, Fort Mifflin, Pa., Lake Denmark, N. J., and in the vicinity of the torpedo station at Newport, R. I., for increasing ordnance facilities. The committee also recommends that the President be authorized to acquire all of the remaining portion of Paris Island, S. C., for the enlargement of the Marine recruiting station, and for this purpose a lump-sum appropriation of $628,000 is recommended.

The President is authorized and empowered to take over for the United States possession of and title to all parcels of land which are recommended in this bill. The price for said land to be determined by the President and if the amount thereof is unsatisfactory to the persons entitled to receive the same, such persons shall be paid 75 per cent of the amount so determined by the President, and shall be entitled to sue the United States to recover such further sum as added to said 75 per cent will make up such amount as will be just compensation therefor.

## MEDICINE AND SURGERY.

The total appropriations under this head last year amounted to $8,745,478. The total appropriation recommended this year is $10,850,000. This increase is due to the increased personnel of the service and the increased activities of this bureau.

This bill authorizes the purchase of land at Key West, Fla., and at the Naval Training Station, Great Lakes, for hospital purposes.

## BUREAU OF SUPPLIES AND ACCOUNTS.

Last year the appropriations under this bureau amounted to $223,701,804.42. The total appropriation recommended in this bill is $400,129,787, an increase of $176,427,982.58. This bureau has to do with the purchasing of clothing, provisions, fuel, etc., for the Navy, and with the paying of all officers and men, and this increase is due to the increased personnel of the Navy, and also to the increased cost of all supplies.

### CONSTRUCTION AND REPAIR.

The total appropriations under Construction and Repair last year amounted to $71,052,340. The appropriation recommended in this bill this year is $60,200,000, a reduction by the committee of $10,852,340. The Chief of the Bureau of Construction and Repair stated to the committee that this amount would be sufficient to care for the needs of that bureau.

### STEAM ENGINEERING.

The total appropriation last year was $58,125,500. This committee recommends an appropriation this year of $50,160,000, a reduction of $7,965,500. An appropriation for "original investigation and extended experimentation of naval appliances" of $160,000 is recommended in this bill. This appropriation is a combination of the two appropriations last year, "Engineering Experiment Station, Annapolis, Md.," and "Equipment of Buildings," for which a total appropriation of $105,000 was carried last year.

### NAVAL ACADEMY.

Last year's appropriations for the Naval Academy amounted to $1,307,949.20. The appropriation recommended by this committee this year is $1,242,271.20, a reduction of $65,678. This reduction is due to the fact that in the deficiency act of June 15, 1917, an appropriation of $300,000 was carried for an addition to Isherwood Hall, and no appropriation is carried in this bill for that purpose. The committee recommends that the salaries of employees at the Naval Academy be increased in accordance with the recommendations of the Superintendent of the Naval Academy. This recommended increase increases the appropriation for the civil establishment from $406,893.20 last year to $632,535.20 this year. The committee is of the opinion that this increase in salary is necessary owing to the increased cost of living at the present time, and is also necessary to hold the employees at the academy.

### MARINE CORPS.

The total appropriations for the Marine Corps last year amounted to $43,315,148.78. The amount recommended by this committee in this bill is $95,673,512.64, an increase of $52,358,363.86. This appropriation is divided as follows: Pay Marine Corps, $34,453,370.64. For the maintenance of the Quartermaster Department $61,220,142. This recommended increase over last year is a mathematical calculation due to the fact that the Marine Corps is temporarily increased from 30,000 to 50,000 men. It will be noted, however, that up until May 22, 1917, the enlisted strength of the Marine Corps was only 17,400, so that the appropriation required this year is double that of last year.

The appropriation last year of $25,000 for the Marine Corps Reserve is not recommended in this bill, as this can be cared for out of other appropriations.

## INCREASE OF THE NAVY.

The total amount for increase of the Navy last year was $399,762,-323. The total amount recommended in this bill is $184,397,000. Of the amount appropriated last year, $225,000,000 of the $350,000,-000 authorized for destroyers was carried in the deficiency bill of October 6, 1917, leaving a balance of $125,000,000, which is carried in this bill.

This bill carries an appropriation of $32,397,000 on account of submarine torpedo boats heretofore authorized, and a provision is inserted increasing the limit of cost of these submarine torpedo boats by $25,000 each.

An appropriation of $20,000,000 is carried in this bill toward the armor and armament for vessels heretofore authorized.

An appropriation of $7,000,000 is carried in this bill on account of ammunition for vessels heretofore authorized.

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65th Congress, 2d Session. | HOUSE OF REPRESENTATIVES. | Report No. 663.

# NAVAL APPROPRIATION BILL.

June 15, 1918.—Ordered to be printed.

Mr. Padgett, from the committee of conference, submitted the following

## CONFERENCE REPORT.

[To accompany H. R. 10854.]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 10854) making appropriations for the naval service for the fiscal year ending June 30, 1919, and for other purposes, having met, after full and free conference have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 14, 15, 26, 40, 90, 103, 104, 153, and 172.

That the House recede from its disagreement to the amendments of the Senate numbered 1, 2, 3, 7, 8, 9, 10, 12, 16, 17, 19, 21, 22, 24, 25, 28, 29, 32, 36, 43, 44, 45, 46, 48, 49, 55, 56, 57, 58, 59, 60, 61, 62, 64, 67, 70, 71, 73, 76, 78, 79, 80, 81, 82, 83, 84, 85, 89, 91, 92, 94, 95, 96, 97, 98, 99, 105, 106, 107, 108, 109, 110, 113, 114, 116, 118, 119, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130, 131, 132, 133, 134, 135, 136, 137, 138, 139, 140, 141, 142, 143, 144, 145, 146, 147, 148, 149, 150, 151, 152, 154, 155, 157, 158, 160, 161, 162, 163, 164, 165, 166, 167, 168, 169, and 171; and agree to the same.

Amendment numbered 6:

That the House recede from its disagreement to the amendment of the Senate numbered 6, and agree to the same with an amendment as follows:

Strike out all of said amendment, and in lieu thereof insert the following:

*The Secretary of the Navy is authorized in leasing water-front property from any State or municipality where the State law or charter of the municipality requires that the improvements placed upon leased lands shall at the termination of the lease become the property of the State or municipality, to provide, as a part or all of the consideration therefor, that improvements placed thereon by the United States shall become the property of the lessor upon the expiration of the lease or any renewal thereof.*

And the Senate agree to the same.

Amendment numbered 11:

That the House recede from its disagreement to the amendment of the Senate numbered 11, and agree to the same with an amendment as follows:

In line 2 of said amendment, after the word "Secretary," insert the following: *of the Navy*; and the Senate agree to the same.

Amendment numbered 13:

That the House recede from its disagreement to the amendment of the Senate numbered 13, and agree to the same with an amendment as follows:

Strike out the words "to aid" in said amendment; and the Senate agree to the same.

Amendment numbered 18:

That the House recede from its disagreement to the amendment of the Senate numbered 18, and agree to the same with an amendment as follows:

Insert, after the word "employees" in said amendment, the following: *who render conspicuous service by putting their life in jeopardy to save life or property*; and the Senate agree to the same.

Amendment numbered 20:

That the House recede from its disagreement to the amendment of the Senate numbered 20, and agree to the same with an amendment as follows:

Insert, before the words "the President," the word *and*; and the Senate agree to the same.

Amendment numbered 27:

That the House recede from its disagreement to the amendment of the Senate numbered 27, and agree to the same with an amendment as follows:

Insert, after the word "accepted," in said amendment the word *temporary*; and the Senate agree to the same.

Amendment numbered 30:

That the House recede from its disagreement to the amendment of the Senate numbered 30, and agree to the same with an amendment as follows:

Insert, before the words "Marine Corps Reserve," the word *or*; and strike out "or United States Army"; and the Senate agree to the same.

Amendment numbered 31:

That the House recede from its disagreement to the amendment of the Senate numbered 31, and agree to the same with amendments as follows:

Strike out the word "purchase" in said amendment, and in lieu thereof insert the word *acquisition*; and, after the word land, in said amendment, insert the following: *upon which such armories may be located*; and the Senate agree to the same.

Amendment numbered 50:

That the House recede from its disagreement to the amendment of the Senate numbered 50, and agree to the same with an amendment as follows:

Strike out all of said amendment and insert in lieu thereof the following:

*That hereafter, during the existence of war or of a national emergency declared by the President to exist, any commissioned or warrant officer of the Navy, Marine Corps, or Coast Guard of the United States on the retired list may, in the discretion of the Secretary of the Navy, be ordered to active duty at sea or on shore; and any retired officer performing such active duty in time of war or national emergency, declared as aforesaid, shall be entitled to promotion on the retired list to the grade or rank, not above that of lieutenant commander in the Navy or major in the Marine Corps or captain in the Coast Guard, and shall thereafter receive the pay and allowances thereof, which his total active service as an officer both prior and subsequent to retirement, in the manner rendered by him, would have enabled him to attain in due course of promotion had such service been rendered continuously on the active list during the period of time last past.*

*That during the existence of war or of a national emergency, declared as aforesaid, any commissioned or warrant officer of the Navy, Marine Corps, or Coast Guard of the United States on the retired list, while on active duty, may be temporarily advanced to and commissioned in such higher grade or rank on the retired list, not above that of lieutenant commander in the Navy or major in the Marine Corps or captain in the Coast Guard, as the President may determine, and any officer so advanced shall, while on active duty, be entitled to the same pay and allowances as officers of like grade or rank on the active list: Provided, That any such commissioned or warrant officer who have been so temporarily advanced in grade or rank shall, upon his relief from active duty, or in any case not later than six months after the termination of the war or of the national emergency, declared as aforesaid, revert to the grade or rank on the retired list and to the pay and allowance status which he would have held had he not been so temporarily advanced: Provided further, That nothing in this act shall operate to reduce the pay and allowances now allowed by law to retired officers.*

And the Senate agree to the same.

Amendment numbered 51:

That the House recede from its disagreement to the amendment of the Senate numbered 51, and agree to the same with an amendment as follows:

In line 12 of said amendment, after the words "specifically designated," insert the following: *during war or national emergency declared by the President*; and the Senate agree to the same.

Amendment numbered 54:

That the House recede from its disagreement to the amendment of the Senate numbered 54, and agree to the same with an amendment as follows:

At the end of said amendment, after the word "concerned," add the following: *and promotions shall be made on the basis of fitness alone by selection from among the officers of the rank next below: Provided further, That the requirements for sea service in grade, length of service in grade, and maximum age in grade for promotion shall not apply*; and the Senate agree to the same.

Amendment numbered 63:

That the House recede from its disagreement to the amendment of the Senate numbered 63, and agree to the same with an amendment as follows:

Strike out, in said amendment, "$105,014,110.50," and in lieu thereof insert *$85,014,110.50*, and add the following proviso:

*Provided, That the Secretary of the Navy is authorized to enter into contracts or otherwise to incur obligations for the purposes above mentioned not to exceed $20,000,000 in addition to the appropriations herein and heretofore made.*

In line 14, page 39, of the act (H. R. 10854) as it passed the House April 20, 1918, after the word "*Provided*," insert the word *further*.

And the Senate agree to the same.

Amendment numbered 65:

That the House r cede from its disagreement to the amendment of the Senate numbered 65, and agree to the same with an amendment as follows:

Before the words "March twenty-eighth" insert the words *the act of*; and the Senate agree to the same.

Amendment numbered 66:

That the House recede from its disagreement to the amendment of the Senate numbered 66, and agree to the same with an amendment as follows:

Strike out "$84,289,530" and insert *$73,289,530*, and add the following proviso:

*Provided, That the Secretary of the Navy is authorized to enter into contracts or otherwise to incur obligations for the purposes above mentioned not to exceed $11,000,000 in addition to the appropriations herein and heretofore made.*

In line 19, page 39, of the act (H. R. 10854) as it passed the House April 20, 1918, after the word "*Provided*," insert the word *further*.

And the Senate agree to the same.

Amendment numbered 68:

That the House recede from its disagreement to the amendment of the Senate numbered 68, and agree to the same with an amendment as follows:

Before the words "March twenty-eighth" insert the words *the act of*; and the Senate agree to the same.

Amendment numbered 69:

That the House recede from its disagreement to the amendment of the Senate numbered 69, and agree to the same with an amendment as follows:

Strike out "$11,000,000," and insert in lieu thereof *$10,000,000*; and the Senate agree to the same.

Amendment numbered 72:

That the House recede from its disagreement to the amendment of the Senate numbered 72, and agree to the same with an amendment as follows:

Before the words "March twenty-eighth," insert the words *the act of*; and the Senate agree to the same.

Amendment numbered 74:

That the House recede from its disagreement to the amendment of the Senate numbered 74, and agree to the same with an amendment as follows:

In line 3 of said amendment, after the word "selected," insert the words *and acquired*; and the Senate agree to the same.

Amendment numbered 77:

That the House recede from its disagreement to the amendment of the Senate numbered 77, and agree to the same with an amendment as follows:

In lieu of the language stricken out by the Senate insert the following:

*Provided further, That no part of any appropriation contained in this act shall be used for the purchase of more than one hundred and fifteen passenger-carrying automobiles for official use within the United States and its insular possessions: And provided further, That no part of any appropriation contained in this act shall be used for the purchase of more than one hundred such passenger-carrying automobiles at a greater cost than $500 each and fifteen at a greater cost than $2,000 each: And provided further, That the Secretary of the Navy is authorized to distribute the high-powered automobiles now owned and in use in the United States and its insular possessions to such places and service as they may be required.*

And the Senate agree to the same.

Amendment numbered 86:

That the House recede from its disagreement to the amendment of the Senate numbered 86, and agree to the same with an amendment as follows:

Strike out "$2,500,000" and in lieu thereof insert: *$1,000,000: Provided, That the Secretary of the Navy is authorized to enter into contracts or otherwise to incur obligations for this purpose not to exceed $1,500,000 in addition to the appropriation herein made*; and the Senate agree to the same.

Amendment numbered 87:

That the House recede from its disagreement to the amendment of the Senate numbered 87, and agree to the same with an amendment as follows:

Strike out "$4,805,000" and insert in lieu thereof *$3,305,000*; and the Senate agree to the same.

Amendment numbered 88:

That the House recede from its disagreement to the amendment of the Senate numbered 88, and agree to the same with an amendment as follows:

Before the word "officers" insert the word *medical*; and the Senate agree to the same.

Amendment numbered 111:

That the House recede from its disagreement to the amendment of the Senate numbered 111, and agree to the same with an amendment as follows:

Strike out "$4,500,000" and insert in lieu thereof *$4,000,000*; and the Senate agree to the same.

Amendment numbered 117:

That the House recede from its disagreement to the amendment of the Senate numbered 117, and agree to the same with an amendment as follows:

In line 4 of said amendment strike out the following: "to Seward, Alaska"; and the Senate agree to the same.

Amendment numbered 156:

That the House recede from its disagreement to the amendment of the Senate numbered 156, and agree to the same with an amendment as follows:

Strike out "$93,753,682" and insert in lieu thereof *$93,203,382*; and the Senate agree to the same.

Amendment numbered 159:

That the House recede from its disagreement to the amendment of the Senate numbered 159, and agree to the same with an amendment as follows:

Strike out "$160,566,756.14," and insert in lieu thereof *$160,016,756.14*; and the Senate agree to the same.

On amendments of the Senate numbered 4, 5, 23, 33, 34, 35, 37, 38, 39, 41, 42, 47, 52, 53, 75, 93, 100, 101, 102, 112, 115, 120, and 170 the committee of conference have been unable to agree.

L. P. PADGETT,
J. FRED. C. TALBOTT,
D. J. RIORDAN,
THOMAS S. BUTLER,
WM. J. BROWNING,
*Managers on the part of the House.*

B. R. TILLMAN,
CLAUDE A. SWANSON,
H. C. LODGE,
BOIES PENROSE,
By H. C. L.,
JOHN WALTER SMITH,
*Managers on the part of the Senate.*

## STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE.

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the bill (H. R. 10854) making appropriations for the naval service for the fiscal year ending June 30, 1919, and for other purposes, submit the following written statement in explanation of the effect of the action agreed upon and submitted by the accompanying report on the amendments of the Senate, namely:

Of the Senate amendments agreed to by the managers on the part of the House, the following are merely changes of totals, to wit, 16, 82, 84, 87, 89, 96, 107, 124, 132, 136, 142, 144, 145, 150, 151, 156, and 159.

Of the amendments of the Senate agreed to by the managers on the part of the House, the following involve changes of language, grammar, correction of typographical errors, etc., and do not involve any material change of the substance of the bill, to wit, 1, 2, 3, 9, 12, 14, 15, 20, 21, 24, 27, 28, 29, 30, 32, 40, 45, 48, 49, 55, 56, 61, 118, 158, 160, 161, 162, 163, 164, and 165.

The following Senate amendments are reported in disagreement, many of them having been specially reserved for a separate vote in the House at the time the bill was sent to conference, to wit, 4, 5, 23, 33, 34, 35, 37, 38, 39, 41, 42, 47, 52, 53, 75, 93, 100, 101, 102, 112, 125, 120, and 170.

Amendment No. 6: Is made necessary because the charter of the city of New York requires when the city leases property, to require the improvements placed upon the leased property to become the property of the city at the termination of the lease and it is absolutely necessary for the Government to have and use leased water fronts in the city of New York.

Amendment No. 7: Authorizes the Secretary of the Navy to collect reasonable compensation for salvage service. The Government has taken over and is operating under the Navy, the large bulk of the salvage service in this country and much abroad.

Amendment No. 8: Makes provision for the payment out of the contingent fund for the maintenance of the officers of the Navy serving under unusual conditions outside of the United States and its insular possessions.

Amendment No. 10: Increases the appropriation for aviation about $32,000,000. This is necessitated because of the increased cost of labor and material, the larger type of machines being constructed, and the rapid changes being made in the development of aircraft.

Amendment No. 11: Authorizes the Secretary of the Navy to adjust and pay for damages to private property growing out of the operation of naval aircraft, and is similar to the legislation relating to the operations of the Army and Navy.

Amendment No. 13: Includes the State of Washington upon the same terms as the States of New York and Massachusetts for re-

imbursement of the expenses incurred in the maintenance of marine schools.

Amendment No. 17: Increases the appropriation for transportation from $5,100,000 to $12,000,000. This is made necessary because of the large increase in the personnel of the Navy and the large amount of transportation, and the present expenditures for this purpose are running about $900,000 a month with a prospect of increasing.

Amendment No. 18: As amended by the conferees includes civilian employees who render conspicuous service by putting their life in jeopardy to save life or property to receive good conduct badges or medals.

Amendment No. 19: Eliminates the restriction upon the number of naval officers for work in the Hydrographic Office. The correction and preparation of sailing charts, sailing directions, etc., during the war is of vital importance and its supply from abroad is greatly curtailed and it is necessary to have trained naval men for this work, especially during the war.

Amendment No. 22: Strikes out the provision for enrolling transferred members of the Medical Reserve Corps and Dental Reserve Corps in the Naval Reserve Force with seniority and provides that they may be transferred in their present grades and ranks. The provision for seniority would create great confusion and detriment to the service.

Amendment No. 25: Places transferred members of the Fleet Naval Reserve upon the same basis of annual retainer pay as officers in the Naval Auxiliary Reserve.

Amendment No. 31: As amended by the conferees provides for the acquisition of the necessary land upon which armories may be located and which are purchased under authority of that section as passed by the House.

Amendment No. 36: Authorizes the President during the period of the present war, if it becomes necessary, temporarily to increase the authorized enlisted strength of the Navy by 50,000. This is done simply as an abundant precaution in time of war.

Amendment No. 43: Makes provision for chief warrant officers in the permanent Navy on July 1, 1917, and were not given temporary appointments as on that date because of age restrictions or ill health. At that time there was an age restriction of 50 years which Congress has since removed.

Amendment No. 44: Eliminates candidates for assistant surgeon from the age limit of 50 years for temporary service in the Navy. The need for surgeons in the Navy is very great.

Amendments Nos. 46 and 147: Are considered together and change the status of clerks for assistant paymasters in the Marine Corps from a civilian to a military status, but do not involve any increase in number or compensation. Places these clerks on a basis similar to the Navy which has worked well.

Amendment No. 50: As amended by the conferees, provides for promotion to officers of the Navy, Marine Corps, and Coast Guard on the retired list doing active duty and was believed by the conferees to provide a more just provision for their promotion than the amendment as passed by the Senate. Makes the legislation more nearly like the legislation for the Army.

Amendment No. 51: Provides for a suspension of the requirements for sea service in grade of officers specially designated during the period of the war or national emergency by the Secretary of the Navy as performing highly important duties on shore and whose services on shore could not be dispensed with without serious prejudice to the successful prosecution of the war. This exemption from sea service is limited to officers designated during the war and provides a period of two and one-half years after the ending of the war in which such officers may make good their sea service.

Amendment No. 54: As amended by the conferees makes the provisions of existing law with reference to promotion by selection in the line of the Navy applicable to the selection of commander, captain, and rear admiral in the Staff Corps of the Navy adapted to the conditions of the Staff Corps.

Amendments Nos. 57 and 58: Make the provisions of the House bill apply to the Navy as well as to the Marine Corps.

Amendments Nos. 59 and 60: Make the provisions for payment in cases of the requisition of property during the war the same as the provisions contained in existing law with reference to condemnation of property.

Amendments Nos. 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, and 72: Are increases of appropriations for ordnance stores, supplies and outfits, new batteries, ammunition for vessels of the Navy, torpedoes, and reserve ordnance supplies made necessary by the activities of the war. These amendments as agreed to by the conferees reduce the appropriation by $32,000,000, but provide for authorizations in lieu of appropriations for $31,000,000, it being necessary to have authorization to begin the manufacture and production of this ordnance store material, equipment, etc., but the actual appropriation of the $31,000,000 will not be needed until the next session of Congress.

Amendment No. 69: As agreed to by the conferees increases the appropriation for torpedoes and appliances from $1,000,000 to $10,000,000 instead of $11,000,000 as passed by the Senate. This is made necessary by recent expansion of the manufacture of torpedoes and the increased cost of labor and materials.

Amendments Nos. 63, 66, and 70: Are necessary because of the authorizations in the act of March 28, 1918, and the larger number of ships and vessels and activities of the Navy.

Amendment No. 73: Contingent, Bureau of Ordnance. This increase is made necessary by the increased activities of the Navy.

Amendment No. 74: As amended by the conferees provides for the erection and equipment of a depot for the storage of high explosives and the loading of mines on a site to be selected and acquired by the President. The Navy Department is manufacturing mines and high explosives very rapidly for use in foreign waters and it is necessary to provide a safe place for their storage.

Amendment No. 76: Increases the appropriation for maintenance, Bureau of Yards and Docks, from $7,000,000 to $10,500,000; and this is made necessary by the tremendous increase in the temporary facilities of the training camps and the increased cost of materials and labor. There is also a large increase in the power-plant facilities of the navy yards and the operation of the power plants is provided for in this appropriation.

Amendment No. 77: As agreed to by the conferees limits the purchase of automobiles to 115, not more than 100 of which can be purchased at a greater cost than $500 each and not more than 15 at a greater cost than $2,000 each.

Amendment No. 78: Provides a fund for temporary storage during the war of the increased and increasing accumulation of materials and equipments of all kinds other than explosive or ordnance materials.

Amendment No. 79: Provides for the water-front improvement, machine shop, and foundry at the Boston Navy Yard. This is a very important yard, doing a great deal of work and recently the transportation difficulties have made it necessaray to divert a large portion of the shipping from New York to Boston and other Atlantic ports, and it is necessary to construct piers to accommodate this shipping, much of which is under the direction of the Secretary of the Navy, and the large manufacturing and repairing work makes it necessary to reconstruct and enlarge the foundry and machine shop at Boston. This is very urgent and imperative.

Amendments Nos. 80 and 81: Are for the improvement and enlargement of the water front and the central power plant at the New York Navy Yard.

Amendment No. 83: Is made necessary by the enlargement of the yard and the erection of new buildings at the Washington Navy Yard and the storage of ordnance materials at Bellevue Magazine.

Amendment No. 85: Authorizes the President to acquire 4,900 acres of land at Quantico, Va., now being used under lease as a Marine Corps training station. This land is admirably adapted for the purpose and the Government has already spent a very large amount of money in fitting up the grounds for a Marine Corps post and will continue to need it and it is proper to purchase and own it.

Amendment No. 86: As agreed to by the conferees provides for a building for seamanship and navigation and other instruction purposes at the Naval Academy, appropriating $1,000,000 and authorizing $1,500,000 additional, and a garage at a cost of $30,000 for the housing of the large number of automobile trucks used in connection with the academy. This is made necessary by the very great enlargement of the number of midshipmen.

Amendment No. 88: As agreed to by the conferees provides $10,000 for building medical officers' quarters at Port Royal, S. C.

Amendment No. 91: Provides for enlarging the central power plant at the navy yard, Charleston, S. C. This is for the same reason and the same necessities as at all of the yards. The very great expansion and enlargement of work at all of the yards necessitates the enlargement of the power plants.

Amendment No. 94: Provides for enlarging the central power plant and distributing system at the naval aeronautic station, Pensacola, Fla., which is the principal aeronautic station on the Gulf.

Amendment No. 95: Provides for enlarging the central power plant and distributing systems at the navy yard, Mare Island, Cal.

Amendment No. 98: Provides for the enlargement of the power plant at the navy yard, Puget Sound, purchase of additional land adjoining the navy yard, and for grading, filling, and sea-wall con-

struction. We have but two navy yards on the Pacific coast, one at Mare Island and the other at Puget Sound; both of them have very greatly enlarged their activities and output of production and are doing fine work. The grounds at Puget Sound Navy Yard are cramped, and this additional land is needed for the proper expansion of the activities of the yard.

Amendments Nos. 105, 106, and 108: Relate to the enlargement and improvement of the naval training station, Newport, R. I. This is one of the principal training stations on the Atlantic, where many thousands of young men are annually trained for the naval service. This additional land is needed for the proper and necessary activities of the station and the purchase price is believed to be very reasonable.

Amendment No. 109: Provides for a marine railway, naval fuel depot, San Diego, Cal. This is needed for the proper docking and repairing of naval vessels and other vessels on the southern portion of the Pacific coast. There are no docks available for that purpose in that vicinity.

Amendment No. 110: Increases the appropriation for the naval operating base, Hampton Roads, Va., by $500,000. This is for the purpose of constructing an additional pier. This is the principal operating base upon the Atlantic coast, and it is necessary to have the base fitted out as soon as possible.

Amendment No. 111: As agreed to by the conferees increases the appropriation for repairs and preservations at navy yards by $500,000 and reduces the amendment as passed by the Senate by $500,000. The large number of buildings, both permanent and temporary, require large amounts for repairs and preservations.

Amendment No. 113: Provides for the payment to Mrs. Van Kirk, mother of the late D. R. Van Kirk, ensign, National Naval Volunteers, one year's pay. This legislation is necessary because under existing law it was necessary that the young man should have designated some one as his beneficiary under the law authorizing the payment. This he neglected to do. Had he designated his mother, the payment would have been made to her under existing law. Having failed to designate her, it becomes necessary to authorize the payment by this legislation.

Amendment No. 114: Is made necessary on account of legislation at the present session allowing commutation to officers.

Amendment No. 116: Provides for hire of quarters for officers attached to submarines during the war when they are required to be on shore and Government quarters are not available.

Amendment No. 117: Appropriates $1,000,000 for the development and transportation of coal from Alaska. The coal situation on the Pacific is acute, the transportation charges are almost prohibitive, and transportation facilities very limited and difficult to secure. There is valuable coal available for naval uses accessible to the railroad in Alaska.

Amendments Nos. 121 to 142: Relate to increases of compensation for statutory employees at the Naval Academy and aggregate $10,578. There are statutory employees whose compensation is fixed in the statute; there are also per diem employees doing the same character of work as the statutory employees whose compensation is fixed by

the wage board and is adjusted from time to time. The statutory employees are in most instances the ranking employees. An arrangement was made between the War Department and the Navy Department that they would pay the same scale of wages that the Shipping Board paid to employees doing similar character of work. Recently the Shipping Board increased the scale of wages, and the Navy Department, pursuant to the agreement, increased the wages of the per diem employees, giving them a greater compensation than the statutory employees; and these amendments are to provide a similar increase to statutory employees, so as to make them on an equal scale of pay.

Amendments Nos. 148 and 149: Increases the pay of two chief clerks, one in San Francisco and one in Philadelphia, from $1,800 to $2,000.

Amendment No. 152: Provides for commutation for rations for enlisted men traveling on special duty. During the war it is frequently necessary for the secretary to detail enlisted men for special duty of a confidential character.

Amendment No. 154: Provides an increase of commutation of quarters of officers and enlisted men serving with troops in the Marine Corps. This is made necessary because of the recent legislation allowing commutation of quarters.

Amendment No. 155: Includes retired officers on active duty during the war to receive the benefits accorded officers and enlisted men on the active list with reference to payment of funeral expenses.

Amendment No. 157: Provides an appropriation of $16,677,200 for the purpose of procuring a reserve stock of clothing, arms, and equipment, and other necessary military supplies for the Marine Corps. For several years past the Marine Corps has been accumulating a reserve supply, but the increases in the corps and the necessities of war have consumed this reserve stock and it is necessary to make provision for a reserve supply.

Amendments Nos. 166, 167, 168, and 169: Relate to improving and equipping navy yards for construction of ships and to meet urgent needs of navy yards, stations, and bases and provides for the repair and urgent needs of navy yards, stations, and bases, as well as for construction and purchase of necessary machinery, implements, building ways, and equipment, and increases the appropriation from $4,000,000 to $10,000,000. This large increase is made necessary by the large number of naval ships added to the Navy, as well as the large number of commercial ships under the control and operation of the Navy Department, and which must be repaired and cared for very largely in navy yards.

The aggregate increase of appropriations by the Senate amendments, as agreed to by the conferees, for ordnance, ordnance stores, new batteries for ships, and storage of ordnance supplies made necessary by the activities of the war and the enlarged operations of the Navy amount to..... $102,103,671

In addition to the above appropriations, the amendments as agreed to by the conferees authorize contracts for additional ordnance stores, equipment, etc., of $31,000,000.

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| The aggregate increase of appropriations by the Senate amendments, as agreed to by the conferees, for "Public works," under the Bureau of Yards and Docks, for the improvement and enlargement of the activities and operations of the manufacturing facilities and the improvement of the yards and stations, Naval Academy, temporary storage, marine barracks, etc., amount to | | $7,895,000 | |
| Additional authorization for seamanship and navigation building, Naval Academy, $1,500,000. | | | |
| Increase for aviation | $32,340,150 | | |
| Increase for transportation | 6,900,000 | | |
| Increase for reserve supplies, Marine Corps | 16,677,200 | | |
| Increase, improvement, and equipment of navy yards | 6,000,000 | | |
| Maintenance, Yards and Docks | 3,500,000 | | |
| Fuel and transportation, Supplies and Accounts | 1,000,000 | | |
| Commutation of quarters, Marine Corps | 400,000 | | |
| Marine school, State of Washington | 25,000 | | |
| Civil establishment, Naval Academy | 10,578 | | |
| Civil force, Marine Corps | 400 | | |
| | | 66,853,328 | |
| Grand total | | | $176,851,999 |
| Reduction of appropriations by authorizations | | 32,500,000 | |
| Reduction of appropriations | | 2,155,000 | |
| | | | 34,655,000 |
| Appropriations remaining in disagreement | | | 13,000,000 |

L. P. PADGETT,
J. FRED. C. TALBOTT,
D. J. RIORDAN,
THOMAS S. BUTLER,
WM. J. BROWNING,
*Managers on the part of the House.*

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65th Congress, 2d Session. | HOUSE OF REPRESENTATIVES. | Report No. 696.

# NAVAL APPROPRIATION BILL.

June 26, 1918.—Ordered to be printed.

Mr. Padgett, from the Committee of Conference submitted the following

## CONFERENCE REPORT.

[To accompany H. R. 10854.]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 10854) "making appropriations for the Naval Service for the fiscal year ending June 30, 1919, and for other purposes," having met, after full and free conference have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 5 and 53.

That the House recede from its disagreement to the amendments of the Senate numbered 34, 35, 38, 39, 41, 42, 102, and 115, and agree to the same.

Amendment numbered 23:

That the House recede from its disagreement to the amendment of the Senate numbered 23, and agree to the same with an amendment as follows:

Strike out all of said amendment and in lieu thereof insert the following:

*That the Act approved August twenty-ninth, nineteen hundred and sixteen, entitled "An Act making appropriations for the naval service for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for other purposes" (Statutes at Large, volume thirty-nine, chapter four hundred and seventeen, pages five hundred and seventy three and five hundred and seventy four), be, and the same is hereby, amended by striking out all of said Act following the caption "Naval Dental Corps" on page five hundred and seventy three, but preceding the caption "Dental Reserve Corps," on page five hundred and seventy four, and by substituting therefor the following:*

*"That the President of the United States is hereby authorized to appoint and commission, by and with the advice and consent of the Senate, dental officers in the Navy at the rate of one for each thousand of the total authorized number of officers and enlisted men of the Navy and Marine Corps, in the grades of assistant dental sur-*

*geon, passed assistant dental surgeon and dental surgeon, who shall constitute the Naval Dental Corps, and shall be a part of the Medical Department of the Navy. Original appointments to the Naval Dental Corps shall be made in the grade of assistant dental surgeon with the rank of lieutenant (junior grade), and all dental officers now in the Dental Corps appointed under the provisions of the Act of Congress approved August twenty-second, nineteen hundred and twelve (Statutes at Large, volume thirty-seven, page three hundred and forty-five), or under the provisions of the Act of Congress approved August twenty-ninth, nineteen hundred and sixteen (Statutes at Large, volume thirty-nine, page five hundred and seventy-three), or who may hereafter be appointed, shall take rank and precedence with officers of the Naval Medical Corps of the same rank according to the dates of their respective commissions or original appointments, and all such dental officers shall be eligible for advancement in grade and rank in the same manner and under the same conditions as officers of the Naval Medical Corps with or next after whom they take precedence, and shall receive the same pay and allowances as officers of corresponding rank and length of service in the Naval Medical Corps up to and including the rank of lieutenant commander: Provided, That dental surgeons shall be eligible for advancement in pay and allowances, but not in rank, to and including the pay and allowances of commander and captain, subject to such examinations as the Secretary of the Navy may prescribe, except that the number of dental surgeons with the pay and allowances of captain shall not exceed four and one-half per centum and the number of dental surgeons with the pay and allowances of commander shall not exceed eight per centum of the total authorized number of dental officers: Provided further, That dental surgeons shall be eligible for advancement to the pay and allowances of commander and captain when their total active service as dental officers in the Navy is such that if rendered as officers of the Naval Medical Corps, it would place them in the list of medical officers with the pay and allowances of commander or captain, as the case may be. And provided further, That dental officers who shall have gained or lost numbers on the Navy list shall be considered to have gained or lost service acordingly; and the time served by dental officers on active duty as acting assistant dental surgeons and assistant dental surgeons under provisions of law existing prior to the passage of this Act shall be reckoned in computing the increased service pay and service for precedence and promotion of dental officers herein authorized or heretofore appointed.*

*"All appointees authorized by this Act shall be citizens of the United States between twenty one and thirty two years of age, and shall be graduates of standard medical or dental colleges and trained in the several branches of dentistry, and shall, before appointment, have successfully passed mental, moral, physical and professional examinations before medical and professional examining boards appointed by the Secretary of the Navy, and have been recommended for appointment by such boards: Provided, That hereafter no person shall be appointed as assistant dental surgeon in the Navy who is not a graduate of a standard medical or dental college.*

*"Officers of the Naval Dental Corps shall become eligible for retirement in the same manner and under the same conditions as now*

*prescribed by law for officers of the Naval Medical Corps, except that section fourteen hundred and forty-five of the Revised Statutes of the United States shall not be applicable to dental officers, and they shall not be entitled to rank above lieutenant commander on the retired list, or to retired pay above that of captain.*

"*All dental officers now serving under probationary appointments shall become immediately eligible for permanent appointment under the provisions of this Act, subject to the examinations prescribed by the Secretary of the Navy for original appointment as dental officers, and may be appointed assistant dental surgeon with the rank of lieutenant (junior grade) to rank from the date of their probationary appointments: Provided, That the senior dental officer now at the United States Naval Academy shall not be displaced by the provisions of this Act, and he shall hereafter have the grade of dental surgeon and the rank, pay, and allowances of lieutenant commander, and he shall not be eligible for retirement before he has reached the age of seventy years, except for physical disability incurred in the line of duty: Provided further, That no dental officer in the Navy who on original appointment as dental officer was over forty years of age shall be eligible for retirement before he has reached the age of seventy years, except for physical disability incurred in line of duty.*

"*All Acts or parts of Acts inconsistent with the provisions of this Act relating to the Dental Corps of the Navy are hereby repealed: Provided, That nothing herein contained shall be construed to legislate out of the service any officer now in the Medical Department of the Navy or to reduce the rank, pay, or allowances now authorized by law for any officer of the Navy.*"

And the Senate agree to the same.

Amendment numbered 93:

That the House recede from its disagreement to the amendment of the Senate numbered 93, and agree to the same with an amendment, as follows:

Strike out "$2,500,000" and insert *$1,000,000* and add the following proviso: *Provided, That the Secretary of the Navy is authorized to enter into contracts or otherwise to incur obligations for this purpose not to exceed $1,500,000 in addition to the appropriations herein made.*

Strike out "$2,525,000" and in lieu thereof insert *$1,025,000*; and the Senate agree to the same.

Amendment numbered 100:

That the House recede from its disagreement to the amendment of the Senate numbered 100, and agree to the same with an amendment as follows:

In line 6 of said amendment after the word "condemnation" insert the words: *or acquisition*

Strike out "$550,000" and in lieu thereof insert *$850,000*; and the Senate agree to the same.

Amendment numbered 112:

That the House recede from its disagreement to the amendment of the Senate numbered 112, and agree to the same with an amendment as follows:

Strike out "49,999,375" and in lieu thereof insert *$46,694,375*; and the Senate agree to the same.

Amendment numbered 120:

That the House recede from its disagreement to the amendment of the Senate numbered 120, and agree to the same with an amendment, as follows:

Strike out all of said amendment and in lieu thereof insert the following:

*That the President of the United States be, and he is hereby, authorized during the period of the present war to promote temporarily, with the advice and consent of the Senate, commissioned line officers and engineer officers of the United States Coast Guard below the rank and grades of captain and captain of engineers to the ranks and grades of the Coast Guard not above captain and captain of engineers, respectively, without regard to number or length of service in rank or grade: Provided, That such temporary promotions may be to such rank and grade in the Coast Guard not above captain or captain of engineers as correspond to the rank and grade that may be attained in accordance with law, either permanently or temporarily, by line officers of the regular Navy of the same length of total service: Provided further, That constructors of the Coast Guard now authorized by law who shall have had as much total service in the Coast Guard as the officer of the Construction Corps of the Navy at the foot of the permanent or temporary list of those with the rank of lieutenant commanders may be temporarily promoted to the rank of captain of the Coast Guard: And provided further, That for the purposes of this Act service in the Coast Guard to be counted must have been continuous: And provided further, That nothing contained in this paragraph shall operate to disturb the relative position of officers in the Coast Guard with reference to precedence or promotion, but all such officers otherwise qualified shall be advanced in rank with or ahead of officers in the Coast Guard who were their juniors on the date of this Act.*

*That the President be, and he is hereby, authorized during the period of the present war to promote temporarily, with the advice and consent of the Senate the captain commandant of the Coast Guard to the rank of commodore in the Navy and brigadier general in the Army, and the engineer in chief of the Coast Guard to the rank of captain in the Navy and colonel in the Army, officers of the Coast Guard holding permanent commissions above the rank and grade of first lieutenant and first lieutenant of engineers as follows: Not to exceed two-fifths of the captains authorized by law, and not to exceed one-third of the captains of engineers authorized by law, to have the rank of senior captain in the Coast Guard; and not to exceed one-third the senior captains authorized by law, to have the rank of captain in the Navy and colonel in the Army: Provided, That the senior captains, captains, and captains of engineers to be temporarily promoted as herein provided, shall be selected as provided by law for promotion by selection in the Navy.*

*That during the period of the present war, the senior district superintendent, the three district superintendents next in order of seniority, the four district superintendents next below these three in order of seniority, and the junior five district superintendents shall have the rank, pay, and allowances of captain, first lieutenant, second lieutenant, and third lieutenant in the Coast Guard, respectively.*

*That the permanent and probationary commissions of officers of the Coast Guard shall not be vacated by reason of the temporary promotions and advancements authorized by this Act, nor shall said officers be prejudiced in their relative lineal rank in regard to their promotion as provided for in existing law: Provided, That no officer who shall receive a temporary promotion or advancement under this Act shall be entitled to pay or allowances except under such promotion or advancement: Provided further, That upon the termination of the temporary promotions and advancements authorized by this Act, the officers so promoted and advanced shall revert to the rank and grade from which temporarily promoted or advanced, unless such officers in the meantime, in accordance with law, become entitled to promotion to a higher grade or rank in the permanent Coast Guard, in which case they shall revert to said higher grade or rank, and shall, after passing the prescribed examinations, be commissioned accordingly.*

*That all temporary promotions and advancements authorized by this Act shall continue in force only until otherwise directed by the President, and not later than six months after the termination of the present war.*

*That any officer of the Coast Guard temporarily promoted or advanced in grade or rank in accordance with the provisions of this Act who shall be retired from active service under his permanent commission while holding such temporary grade or rank, except for physical disability incurred in line of duty, shall be placed on the retired list with the grade or rank to which his position in the permanent Coast Guard at the date of his retirement would entitle him.*

*That officers of the United States Coast Guard on sea duty or on shore duty beyond the continental limits of the United States during the period of the present war shall receive the same increase of pay and allowances in all respects as are now or may hereafter be provided by law for officers of the Navy of corresponding rank.*

*That nothing contained in this Act relating to the Coast Guard shall operate to reduce the rank, pay, or allowances that would have been received by any person in the Coast Guard except for the passage of this Act.*

And the Senate agree to the same.

On amendments of the Senate numbered 37, 47, 52, and 170 the committee of conference have been unable to agree.

L. P. PADGETT,
J. FRED. C. TALBOTT,
D. J. RIORDAN,
THOMAS S. BUTLER,
WM. J. BROWNING,
*Managers on the part of the House.*

B. R. TILLMAN,
CLAUDE A. SWANSON,
BOIES PENROSE,
H. C. LODGE,
JOHN WALTER SMITH,
*Managers on the part of the Senate.*

## STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE.

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the bill (H. R. 10854) making appropriations for the naval service for the fiscal year ending June 30, 1919, and for other purposes, submit the following written statement in explanation of the effect of the action agreed upon and submitted by the accompanying report on the amendments of the Senate, namely:

The Senate recedes on amendments Nos. 5 and 53.

The House recedes on amendments Nos. 34, 35, 38, 39, 41, 42, 102, and 115.

The House recedes with an amendment on amendments 23, 93, 100, 112, and 120.

Of the amendments upon which the House recedes, Nos. 34, 35, 38, 39, 41, 42, and 115 were dependent upon Senate amendment numbered 33 which the House had agreed to, and these amendments were simply in conformity with and perfecting the amendment numbered 33.

Amendments Nos. 102 and 112: Simply change totals.

Amendment No. 23: Relates to the Dental Corps, and the conferees agreed to the same with amendments limiting the rank to lieutenant commander instead of commander as provided in the Senate amendment and striking out the provision requiring confirmation by the Senate, and making verbal changes to conform to the amendment limiting the rank to lieutenant commander. While the rank is limited to lieutenant commander, provision is made for pay and allowances to the rank of commander and captain.

Amendment No. 93: Is for the development of a submarine base at Key West, Fla. As agreed to by the conferees, it reduces the appropriation from $2,500,000 to $1,000,000 with an additional authorization for $1,500,000.

Amendment No. 100: Provides for the construction of a railroad to connect with the Indianhead proving ground and powder factory to afford rail communication with the proving ground and powder factory and increases the appropriation as authorized by the House from $550,000 to $850,000.

Amendment No. 120: Is legislation providing for the temporary promotion during the war of the officers of the Coast Guard which under existing law during the period of the war are operating with and under the Navy. This amendment provides temporary promotion so as to give needed and just recognition and promotion for their service in the Navy.

Amendments Nos. 37, 47, 52, and 170: Are still in disagreement.

L. P. PADGETT,
J. FRED C. TALBOTT,
D. J. RIORDAN,
THOMAS S. BUTLER,
WM. J. BROWNING,
*Managers on the part of the House.*

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65th Congress, 2d Session. | HOUSE OF REPRESENTATIVES. | Report No. 728.

# NAVAL APPROPRIATION BILL.

June 29, 1918.—Ordered to be printed.

Mr. Padgett, from the committee of conference, submitted the following

## CONFERENCE REPORT.

[To accompany H. R. 10854.]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 10854) making appropriations for the Naval Service for the fiscal year ending June 30, 1919, and for other purposes, having met, after full and free conference have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 37, 47, 52, and 170.

L. P. Padgett,
J. Fred. C. Talbott,
D. J. Riordan,
Thomas S. Butler,
Wm. J. Browning,
*Managers on the part of the House.*
B. R. Tillman,
Claude A. Swanson,
John Walter Smith,
Boies Penrose,
H. C. Lodge,
*Managers on the part of the Senate.*

### STATEMENT.

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the bill (H. R. 10854) making appropriations for the naval service for the fiscal year ending June 30, 1919, and for other purposes, submit the following written statement in explanation of the effect of the action agreed upon and submitted by the accompanying report on the amendments of the Senate, namely:

The Senate recedes from its amendments Nos. 37, 47, 52, and 170.

On amendment No. 37: Gives the rank and title of lieutenant general to the commandant of the Marine Corps during the period of the war.

On amendment No. 47: Gives the rank of major general to the heads of existing staff corps of the Marine Corps.

On amendment No. 52: Authorizes the transfer of staff officers of the Marine Corps to the line of the Marine Corps.

On amendment No. 170: Relates to the payment of premiums or bonuses from the appropriations carried in this act to employees of the Government, in addition to their regular wages.

L. P. PADGETT,
J. FRED. C. TALBOTT,
D. J. RIORDAN,
THOMAS S. BUTLER,
WM. J. BROWNING,
*Managers on the part of the House.*

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[PUBLIC—NO. 182—65TH CONGRESS.]

[H. R. 10854.]

An Act Making appropriations for the naval service for the fiscal year ending June thirtieth, nineteen hundred and nineteen, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the following sums be, and they are hereby, appropriated, to be paid out of any money in the Treasury not otherwise appropriated, for the naval service of the Government for the year ending June thirtieth, nineteen hundred and nineteen, and for other purposes:

## GENERAL EXPENSES.

The Secretary of the Navy shall send to Congress at the beginning of its next regular session a complete schedule or list showing the amount of money of all pay and for all allowances for each grade of officers in the Navy, including retired officers, and for all officers included in this Act and for all enlisted men so included.

## PAY, MISCELLANEOUS.

For commissions and interest; transportation of funds; exchange; mileage to officers while traveling under orders in the United States, and for actual personal expenses of officers while traveling abroad under orders, and for traveling expenses of civilian employees, and for actual and necessary traveling expenses of midshipmen while proceeding from their homes to the Naval Academy for examination and appointment as midshipmen; for actual traveling expenses of female nurses; actual expenses of officers while on shore patrol duty; mileage to officers of the Naval Reserve Force traveling under orders of the Secretary of the Navy; hire of launches or other small boats in Asiatic waters; for rent of buildings and offices not in navy yards, including the rental of offices in the District of Columbia; expenses of courts-martial, prisoners and prisons, and courts of inquiry, boards of inspection, examining boards, with clerks, and witnesses' fees, and traveling expenses and costs; expenses of naval defense districts; stationery and recording; religious books; newspapers and periodicals for the naval service; all advertising for the Navy Department and its bureaus (except advertising for recruits for the Bureau of Navigation); copying; ferriage; tolls; costs of suits; commissions, warrants, diplomas, and discharges; relief of vessels in distress; recovery of valuables from shipwrecks; quarantine expenses; reports; professional investigation; cost of special instruction at home and abroad, including maintenance of students and attachés; information from abroad and at home, and the collection and classification thereof; all charges pertaining to the Navy Department and its bureaus for ice for the cooling of drinking water on shore (except at naval hospitals), telephone rentals and tolls, telegrams, cablegrams, and postage, foreign and domestic, and post-office box rentals; and

other necessary and incidental expenses: *Provided*, That the sum to be paid out of this appropriation, under the direction of the Secretary of the Navy, for clerical, inspection, and messenger service in navy yards, naval stations, for the fiscal year ending June thirtieth, nineteen hundred and nineteen, shall not exceed $500,000, and for necessary expenses for the interned persons and prisoners of war under the jurisdiction of the Navy Department, including funeral expenses for such interned persons or prisoners of war as may die while under such jurisdiction; in all, $4,350,000: *Provided*, That hereafter the Secretary of the Navy is authorized to consider, ascertain, adjust, determine, and pay the amounts due on all claims for damages to and loss of private property of inhabitants of any European country not an enemy or ally of an enemy when the amount of the claim does not exceed the sum of $1,000, occasioned and caused by men in the naval service during the period of the present war, all payments in settlement of such claims to be made out of "Pay, Miscellaneous."

The Act entitled "An Act to provide additional protection for the owners of patents of the United States, and for other purposes," approved June twenty-fifth, nineteen hundred and ten, shall be, and the same is hereby, amended to read as follows, namely:

"That whenever an invention described in and covered by a patent of the United States shall hereafter be used or manufactured by or for the United States without license of the owner thereof or lawful right to use or manufacture the same, such owner's remedy shall be by suit against the United States in the Court of Claims for the recovery of his reasonable and entire compensation for such use and manufacture: *Provided, however*, That said Court of Claims shall not entertain a suit or award compensation under the provisions of this Act where the claim for compensation is based on the use or manufacture by or for the United States of any article heretofore owned, leased, used by, or in the possession of the United States: *Provided further*, That in any such suit the United States may avail itself of any and all defenses, general or special, that might be pleaded by a defendant in an action for infringement, as set forth in Title Sixty of the Revised Statutes, or otherwise: *And provided further*, That the benefits of this Act shall not inure to any patentee who, when he makes such claim, is in the employment or service of the Government of the United States, or the assignee of any such patentee; nor shall this Act apply to any device discovered or invented by such employee during the time of his employment or service."

The Secretary of the Navy is authorized in leasing water-front property from any State or municipality where the State law or charter of the municipality requires that the improvements placed upon leased lands shall at the termination of the lease become the property of the State or municipality, to provide, as a part or all of the consideration therefor, that improvements placed thereon by the United States shall become the property of the lessor upon the expiration of the lease or any renewal thereof.

That hereafter the Secretary of the Navy is authorized to cause vessels under his control adapted to the purpose, to afford salvage service to public or private vessels in distress: *Provided*, That when such salvage service is rendered by a vessel specially equipped for the purpose or by a tug, the Secretary of the Navy may determine and collect reasonable compensation therefor.

CONTINGENT, NAVY: For all emergencies and extraordinary expenses, exclusive of personal services in the Navy Department, or any of its subordinate bureaus or offices at Washington, District of Columbia, arising at home or abroad, but impossible to be anticipated or classified, to be expended on the approval and authority of the Secretary of the Navy, and for such purposes as he may deem proper, $150,000: *Provided*, That this appropriation shall be available for special allowances for maintenance to officers of the Navy serving under unusual conditions outside the United States and its insular possessions.

TEMPORARY GOVERNMENT FOR WEST INDIAN ISLANDS: For expenses incident to the occupation of the Virgin Islands and to the execution of the provisions of the Act providing a temporary government for the West Indian Islands acquired by the United States from Denmark, and for other purposes, approved March third, nineteen hundred and seventeen, to be applied under the direction of the President, $200,000.

For actual expenses incurred by and in connection with the civilian Naval Consulting Board, $100,000.

INVESTIGATION OF FUEL OIL: For an investigation of fuel oil and gasoline adapted to naval requirements, including the question of supply and storage and the availability economically and otherwise of such supply as may be afforded by the naval reserves on the public domain, and for such other expenses for transportation and hire of vehicles in connection with naval petroleum reserves as the Secretary of the Navy may deem appropriate; for the purchase of necessary instruments and appliances; for the extension of the naval fuel-oil testing plant at the navy yard, Philadelphia, Pennsylvania, and the temporary employment of civilian experts and assistants, $60,000.

AVIATION: For aviation, to be expended under the direction of the Secretary of the Navy for procuring, producing, constructing, operating, preserving, storing, and handling aircraft, establishment and maintenance of aircraft stations, including the acquisition of land by purchase, donation, or condemnation; and for experimental work in development of aviation for naval purposes, $220,383,119: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for drafting, clerical, inspection, and messenger service for aircraft stations shall not exceed $300,000: *Provided further*, That the Secretary of the Navy is hereby authorized to consider, ascertain, adjust, determine, and pay out of this appropriation the amounts due on claims for damages which have occurred or may occur to private property growing out of the operations of naval aircraft.

STATE MARINE SCHOOLS: To reimburse the State of New York, $25,000, the State of Massachusetts, $25,000, and the State of Washington, $25,000, for expenses incurred in the maintenance and support of marine schools in those States in accordance with section two of the Act entitled "An Act for the establishment of marine schools, and for other purposes," approved March fourth, nineteen hundred and eleven; in all, $75,000.

CARE OF LEPERS, ISLAND OF GUAM: Naval station, island of Guam: Maintenance and care of lepers, special patients, and for other purposes, including cost of transfer of lepers from Guam to the island of Culion, in the Philippines, and their maintenance, $20,000.

BUREAU OF NAVIGATION.

Transportation: For travel allowance of enlisted men discharged on account of expiration of enlistment; transportation of enlisted men and apprentice seamen and applicants for enlistment at home and abroad, with subsistence and transfers en route, or cash in lieu thereof; transportation to their homes, if residents of the United States, of enlisted men and apprentice seamen discharged on medical survey, with subsistence and transfers en route, or cash in lieu thereof; transportation of sick or insane enlisted men and apprentice seamen to hospitals, with subsistence and transfers en route, or cash in lieu thereof; transportation of enlisted men of the Naval Reserve Force to and from duty, with subsistence and transfers en route, or cash in lieu thereof; transportation of civilian officers and crews of naval auxiliaries; apprehension and delivery of deserters and stragglers, and for railway guides and other expenses incident to transportation; expenses of recruiting for the naval service; rent of rendezvous and expenses of maintaining the same; purchase, rental, maintenance, operation, exchange, and repair of motor-propelled passenger-carrying vehicles for official use; advertising for and obtaining men and apprentice seamen; actual and necessary expenses in lieu of mileage to officers on duty with traveling recruiting parties, $12,000,000.

Recreation for enlisted men: For the recreation, amusement, comfort, and contentment of enlisted men of the Navy afloat and under training ashore, to be expended in the discretion of the Secretary of the Navy, under such regulations as he may prescribe: *Provided*, That no person shall be employed hereunder at a rate of compensation exceeding $1,800 per annum, $150,000.

Contingent: Ferriage, continuous-service certificates, discharges, good-conduct badges, and medals for men and boys, including civilian employees who render conspicuous service by putting their life in jeopardy to save life or property; purchase of gymnastic apparatus; transportation of effects of deceased officers and enlisted men of the Navy, and of officers and enrolled men of the Naval Reserve Force who die while on duty; books for training apprentice seamen and landsmen; maintenance of gunnery and other training classes; packing boxes and materials; books and models; stationery; and other contingent expenses and emergencies arising under cognizance of the Bureau of Navigation, unforeseen and impossible to classify, $20,000.

GUNNERY AND ENGINEERING EXERCISES: Prizes, trophies, and badges for excellence in gunnery, target practice, engineering exercises, and for economy in coal consumption, to be awarded under such rules as the Secretary of the Navy may formulate; for the purposes of printing, recording, classifying, compiling, and publishing the rules and results; for the establishment and maintenance of shooting galleries, target houses, targets and ranges; for hiring established ranges, and for transporting the civilian assistants and equipment to and from ranges, $425,000.

OUTFITS ON FIRST ENLISTMENT: Outfits for all enlisted men and apprentice seamen of the Navy on first enlistment, at not to exceed $100 each; for the clothing gratuity of officers and other members of the Naval Reserve Force, not to exceed $150 each for officers; for civilian clothing not to exceed $15 per man to men given discharges for bad conduct, undesirability, or inaptitude; in all, $9,975,000.

Instruments and supplies: Supplies for seamen's quarters; and for the purchase of all other articles of equipage at home and abroad; and for the payment of labor in equipping vessels therewith and manufacture of such articles in the several navy yards; all pilotage and towage of ships of war; canal tolls, wharfage, dock and port charges, and other necessary incidental expenses of a similar nature; services and materials in repairing, correcting, adjusting, and testing compasses on shore and on board ship; nautical and astronomical instruments and repairs to same; libraries for ships of war, professional books, schoolbooks, and papers; maintenance of gunnery and other training classes; compasses, compass fittings, including binnacles, tripods, and other appendages of ship's compasses; logs and other appliances for measuring the ship's way, and leads and other appliances for sounding; photographs, photographic instruments and materials, printing outfit and materials; and for the necessary civilian electricians for gyrocompass testing and inspection, $3,469,800.

OCEAN AND LAKE SURVEYS: Hydrographic surveys, including the pay of the necessary hydrographic surveyors, cartographic draftsmen and recorders, and for the purchase and printing of nautical books, charts, and sailing directions, $155,000: *Provided*, That the Secretary of the Navy is authorized to detail such naval officers as may be necessary to the Hydrographic Office.

That upon the approval of this Act all laws heretofore enacted by the Congress relating to the Naval Militia and the National Naval Volunteers be, and the same hereby are, repealed; and the President is authorized to transfer as a class all members of the National Naval Volunteers to the class "the Naval Reserve," "the Naval Reserve Flying Corps," or "the Marine Corps Reserve" of the Naval Reserve Force or the Marine Corps Reserve, for general service, in the confirmed rank, grade, or rating they now hold in the National Naval Volunteers, regardless of their being members of a State military force, and without examination and the necessity of executing or filing a new oath and acceptance of office; that until such transfer is effected members of the National Naval Volunteers shall retain their present status and be entitled to receive the same pay, allowances, gratuities, and other benefits as heretofore provided by law, and shall continue subject to the laws prescribed for the government of the Navy; that all members of the Naval Reserve Force shall be eligible for reenrollment in the rank, grade, or rating held on the termination of their last enrollment; that no enrollments or promotions shall be made in any rank or grade above that of lieutenant commander, except as herein otherwise provided.

That all laws heretofore enacted by Congress relating to the Medical Reserve Corps and Dental Reserve Corps be, and the same hereby are, repealed: *Provided*, That members of the Medical Reserve Corps and Dental Reserve Corps may be enrolled in the Naval Reserve Force in their present grades and ranks.

That the Act approved August twenty-ninth, nineteen hundred and sixteen, entitled "An Act making appropriations for the naval service for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for other purposes" (Statutes at Large, volume thirty-nine, chapter four hundred and seventeen, pages five hundred and seventy-three and five hundred and seventy-four), be, and the

same is hereby, amended by striking out all of said Act following the caption "Naval Dental Corps" on page five hundred and seventy-three, but preceding the caption "Dental Reserve Corps", on page five hundred and seventy-four, and by substituting therefor the following:

"That the President of the United States is hereby authorized to appoint and commission, by and with the advice and consent of the Senate, dental officers in the Navy at the rate of one for each thousand of the total authorized number of officers and enlisted men of the Navy and Marine Corps, in the grades of assistant dental surgeon, passed assistant dental surgeon and dental surgeon, who shall constitute the Naval Dental Corps, and shall be a part of the Medical Department of the Navy. Original appointments to the Naval Dental Corps shall be made in the grade of assistant dental surgeon with the rank of lieutenant (junior grade), and all dental officers now in the Dental Corps appointed under the provisions of the Act of Congress approved August twenty-second, nineteen hundred and twelve (Statutes at Large, volume thirty-seven, page three hundred and forty-five), or under the provisions of the Act of Congress approved August twenty-ninth, nineteen hundred and sixteen (Statutes at Large, volume thirty-nine, page five hundred and seventy-three), or who may hereafter be appointed, shall take rank and precedence with officers of the Naval Medical Corps of the same rank according to the dates of their respective commissions or original appointments, and all such dental officers shall be eligible for advancement in grade and rank in the same manner and under the same conditions as officers of the Naval Medical Corps with or next after whom they take precedence, and shall receive the same pay and allowances as officers of corresponding rank and length of service in the Naval Medical Corps up to and including the rank of lieutenant commander: *Provided*, That dental surgeons shall be eligible for advancement in pay and allowances, but not in rank, to and including the pay and allowances of commander and captain, subject to such examinations as the Secretary of the Navy may prescribe, except that the number of dental surgeons with the pay and allowances of captain shall not exceed four and one-half per centum and the number of dental surgeons with the pay and allowances of commander shall not exceed eight per centum of the total authorized number of dental officers: *Provided further*, That dental surgeons shall be eligible for advancement to the pay and allowances of commander and captain when their total active service as dental officers in the Navy is such that if rendered as officers of the Naval Medical Corps, it would place them in the list of medical officers with the pay and allowances of commander or captain, as the case may be: *And provided further*, That dental officers who shall have gained or lost numbers on the Navy list shall be considered to have gained or lost service accordingly; and the time served by dental officers on active duty as acting assistant dental surgeons and assistant dental surgeons under provisions of law existing prior to the passage of this Act shall be reckoned in computing the increased service pay and service for precedence and promotion of dental officers herein authorized or heretofore appointed.

"All appointees authorized by this Act shall be citizens of the United States between twetny-one and thirty-two years of age, and shall be graduates of standard medical or dental colleges and trained

in the several branches of dentistry, and shall, before appointment, have successfully passed mental, moral, physical, and professional examinations before medical and professional examining boards appointed by the Secretary of the Navy, and have been recommended for appointment by such boards: *Provided*, That hereafter no person shall be appointed as assistant dental surgeon in the Navy who is not a graduate of a standard medical or dental college.

"Officers of the Naval Dental Corps shall become eligible for retirement in the same manner and under the same conditions as now prescribed by law for officers of the Naval Medical Corps, except that section fourteen hundred and forty-five of the Revised Statutes of the United States shall not be applicable to dental officers, and they shall not be entitled to rank above lieutenant commander on the retired list, or to retired pay above that of captain.

"All dental officers now serving under probationary appointments shall become immediately eligible for permanent appointment under the provisions of this Act, subject to the examinations prescribed by the Secretary of the Navy for original appointment as dental officers, and may be appointed assistant dental surgeon with the rank of lieutenant (junior grade) to rank from the date of their probationary appointments: *Provided*, That the senior dental officer now at the United States Naval Academy shall not be displaced by the provisions of this Act, and he shall hereafter have the grade of dental surgeon and the rank, pay, and allowances of lieutenant commander, and he shall not be eligible for retirement before he has reached the age of seventy years, except for physical disability incurred in the line of duty: *Provided further*, That no dental officer in the Navy who on original appointment as dental officer was over forty years of age shall be eligible for retirement before he has reached the age of seventy years, except for physical disability incurred in line of duty.

"All Acts or parts of Acts inconsistent with the provisions of this Act relating to the Dental Corps of the Navy are hereby repealed: *Provided*, That nothing herein contained shall be construed to legislate out of the service any officer now in the Medical Department of the Navy or to reduce the rank, pay, or allowances now authorized by law for any officer of the Navy."

That the provisions of the Act entitled "An Act making appropriations for the naval service for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for other purposes," approved August twenty-ninth, nineteen hundred and sixteen, are hereby amended as follows:

Strike out that part of the fourth paragraph under the subcaption "Fleet Naval Reserve" which reads as follows: "Men enrolled in the Fleet Naval Reserve with less than eight years' naval service shall be paid at the rate of $50 per annum, those with eight or more years' and less than twelve years' naval service shall be paid at the rate of $72 per annum; and those with twelve or more years' naval service shall be paid at the rate of $100 per annum, such pay to be considered as retainer pay for the obligation on the part of such members to serve in the Navy in time of war or national emergency," and substitute therefor the following:

"The retainer pay of the enrolled men of the Fleet Naval Reserve shall be the same as for the enrolled men of the Naval Reserve and shall be computed in like manner: *Provided*, That nothing herein

shall operate to reduce the retainer pay allowed by existing law to enlisted men who, after sixteen years' or more naval service, are transferred to the Fleet Naval Reserve, nor to deny to such enlisted men their privilege of retirement upon completing thirty years' naval service as now provided by law."

Strike out the first paragraph under the subcaption "Naval Reserve," and substitute the following:

"Members of the Naval Reserve Force who have enrolled for general service and are citizens of the United States are eligible for membership in the Naval Reserve. No person shall be enrolled in or transferred to this class unless he establishes satisfactory evidence as to his qualifications for duty on board combatant ships of the Navy."

That the age limits for the several ranks, grades, and ratings on first enrollment in the Naval Reserve shall be as prescribed by the Secretary of the Navy.

That the minimum active service required for maintaining the efficiency of a member of the Naval Reserve shall be two months during each term of enrollment and an attendance at not less than thirty-six drills during each year, or other equivalent duty. The active service may be in one period or in periods of not less than fifteen days each.

That the annual retainer pay of members of the Naval Reserve Force, except officers in the Naval Auxiliary Reserve and transferred members of the Fleet Naval Reserve, after confirmation in rank, grade, or rating, shall be the equivalent of two months' base pay of the corresponding rank, grade, or rating in the Navy, but the highest base pay upon which the retainer pay of officers of the Naval Reserve Force shall be computed shall not be greater than the base pay of a lieutenant commander. Service in the Navy, Marine Corps, National Naval Volunteers, and Naval Militia shall be counted as continuous service in the Naval Reserve Force, both for the purpose of retirement and of computing retainer pay: *Provided*, That no member of the Naval Reserve Force shall be eligible for retirement other than for physical disability incurred in line of duty: *Provided further*, That no retainer pay of any member of the Naval Reserve Force except those enlisted men transferred to the Fleet Naval Reserve after sixteen or twenty or more years' naval service shall be in excess of the amount authorized to members having had sixteen years' continuous service therein.

That in time of peace the Secretary of the Navy is authorized, in his discretion, to order any member of the Naval Reserve Force, with his consent, who has been confirmed in his rank, grade, or rating, to perform any duty afloat for any period of time for which his services may be required: *Provided*, That such members may be relieved from duty by the Secretary of the Navy at any time and shall upon their own application be released from said duty within four months from the date of their application therefor.

That the uniform gratuity for the members, other than officers, of each class of the Naval Reserve Force shall be the same as that prescribed for enlisted men of the Navy, but in time of peace the Secretary of the Navy shall prescribe the portion of the clothing gratuity to be issued to such members, other than officers, of the Naval Reserve Force.

That in time of peace no member of any class of the Naval Reserve Force shall be entitled to retainer pay when assigned to active duty for purposes other than training.

That no part of the clothing gratuity credited to members of the Naval Reserve Force shall be deducted from their accounts where said members accept or have accepted temporary appointments in the Navy in time of war or other national emergency.

That members of the Naval Reserve Force shall upon reaching the age of sixty-four years be disenrolled except that in time of war or other national emergency such members of the Naval Reserve Force, if in active service, may be continued therein during such period as the Secretary of the Navy may determine, but not longer than six months after said war or other national emergency shall cease to exist.

That no officer of any class of the Naval Reserve Force shall in time of peace be promoted above the grade of lieutenant commander, but in time of war or other national emergency officers of the Naval Reserve Force of and above the rank of lieutenant commander in active service shall be eligible for selection for promotion to the next higher grade or rank by the same board of officers that selects officers of the United States Navy for promotion to such higher ranks and grades, under the same rules and regulations as apply to the selection for promotion of officers of the United States Navy. The promotion of officers of the Naval Reserve Force below the rank of lieutenant commander shall at all times be in accordance with such regulations as the Secretary of the Navy may prescribe.

That when on active duty officers of the Naval Reserve Force shall take precedence among themselves and with other officers of the naval service in their respective grades or ranks according to the dates of their commissions or provisional assignment of rank in the Naval Reserve Force: *Provided*, That all officers of the Naval Reserve Force of and above the rank of lieutenant commander shall rank with but after officers of the same rank or grade in the United States Navy, except that in time of war or other national emergency such officers of the Naval Reserve Force shall have a date of precedence with officers of the United States Navy as of the date of general mobilization, to be established by the Secretary of the Navy: *Provided further*, That during the present emergency the date of precedence of all officers of the Naval Reserve Force shall be as prescribed by the Secretary of the Navy.

No officer of the Naval Coast Defense Reserve or officer of the Naval Reserve Flying Corps shall exercise command except within his particular department or service for the due performance of his respective duties.

Members of the Naval Reserve Force when employed in active service, ashore or afloat, under the Navy Department shall receive the same pay and allowances as received by the officers and enlisted men of the Regular Navy of the same rank, grades, or ratings and of the same length of service, which shall include service in the Navy, Marine Corps, Naval Reserve Force, Naval Militia, National Naval Volunteers, or Marine Corps Reserve.

That the unexpended and unobligated portion of all moneys heretofore appropriated, and the appropriation authorized by section ten of Public Numbered Fifty-seven, Sixty-third Congress,

approved February sixteenth, nineteen hundred and fourteen, for the training and equipment of the Naval Militia and the National Naval Volunteers, for the clerical force and the office expenses of the Division of Naval Militia Affairs, and the property loaned by the Navy Department for the arming and equipping of the Naval Militia shall be, and hereby are, made available for training and equipping the Naval Reserve Force and for the purchase, rental, and maintenance of suitable armories therefor, including the acquisition of the necessary land upon which such armories may be located.

That the clerical force and office expenses provided for the Division of Naval Militia Affairs shall be transferred to the Bureau of Navigation.

Enrolled members of the Naval Reserve Force when in active service shall be subject to the laws, regulations, and orders for the government of the Regular Navy, and the Secretary of the Navy may, in his discretion, permit the members of the Naval Reserve Force to wear the uniform of their respective ranks, grades, or ratings while not in active service, and such members shall, for any act committed by them while wearing the uniform of their respective ranks, grades, or ratings, be subject to the laws, regulations, and orders for the government of the Regular Navy.

NAVAL TRAINING STATION, CALIFORNIA: Maintenance of naval training station, Yerba Buena Island, California: Labor and material; buildings and wharves; general care, repairs, and improvements of grounds, buildings, and wharves; wharfage, ferriage, and street car fare; purchase and maintenance of live stock, and attendance on same; wagons, carts, implements, and tools, and repairs to same, including the maintenance, repair, and operation of one horse-drawn passenger-carrying vehicle to be used only for official purposes; fire engines and extinguishers; gymnastic implements, models, and other articles needed in instruction of apprentice seamen; printing outfit and materials, and maintenance of same; heating and lighting; stationery, books, schoolbooks, and periodicals; fresh water, and washing; packing boxes and materials; and all other contingent expenses; maintenance of dispensary building; lectures and suitable entertainments for apprentice seamen; in all, $225,000.

NAVAL TRAINING STATION, RHODE ISLAND: Maintenance of naval training station, Coasters Harbor Island, Rhode Island: Labor and material; buildings and wharves; dredging channels; extending sea walls; repairs to causeway and sea wall; general care, repairs, and improvements of grounds, buildings, and wharves; wharfage, ferriage, and street car fare; purchase and maintenance of live stock, and attendance on same; wagons, carts, implements, and tools, and repairs to same, including the maintenance, repair, and operation of two horse-drawn passenger-carrying vehicles to be used only for official purposes; fire engines and extinguishers; gymnastic implements; models and other articles needed in instruction of apprentice seamen; printing outfit and materials, and maintenance of same; heating and lighting; stationery, books, schoolbooks, and periodicals; fresh water, and washing; packing boxes and materials; and all other contingent expenses; lectures and suitable entertainments for apprentice seamen; in all, $350,000: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for clerical, drafting, inspection, and messenger service for the fiscal

year ending June thirtieth nineteen hundred and nineteen, shall not exceed $15,701.60.

NAVAL TRAINING STATION, GREAT LAKES: Maintenance of naval training station: Labor and material; general care, repairs, and improvements of grounds, buildings, and piers; street car fare; purchase and maintenance of live stock, and attendance on same; motor-propelled vehicles, wagons, carts, implements, and tools, and repairs to same. including the maintenance, repair, and operation of one motor-propelled passenger-carrying vehicle, and one horse-drawn passenger-carrying vehicle to be used only for official purposes; fire apparatus and extinguishers; gymnastic implements; models and other articles needed in instruction of apprentice seamen; printing outfit and material, and maintenace of same; heating and lighting, and repairs to power-plant equipment, distributing mains, tunnel, and conduits; stationery, books, schoolbooks, and periodicals; washing; packing boxes and materials; lectures and suitable entertainments for apprentice seamen; and all other contingent expenses: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for clerical, drafting, inspection, and messenger service for the fiscal year ending June thirtieth, nineteen hundred and nineteen, shall not exceed $6,000; in all, naval training station, Great Lakes, $725,000.

NAVAL TRAINING STATION, SAINT HELENA: Maintenance of naval training stations at Saint Helena and at naval operating base, Virginia, labor and material, general care, repairs, and improvements; schoolbooks; and all other incidental expenses, $310,000.

ORGANIZING THE NAVAL RESERVE FORCE: For expenses of organizing, administering, and recruiting the Naval Reserve Force, including clerical and messenger hire, office rent, furniture, stationery, and postage, printing, advertising, and other necessary expenses, $200,000.

SCHOOLS OR CAMPS OF INSTRUCTION, NAVAL RESERVE FORCE: For assembling, training, and instructing recruits and reserves of all classes, including the crews of section patrols, submarines and submarine chasers, and beach patrols, and for all purposes connected therewith, $2,655,360.

NAVAL WAR COLLEGE, RHODE ISLAND: For maintenance of the Naval War College on Coasters Harbor Island, including the maintenance, repair, and operation of one horse-drawn passenger-carrying vehicle to be used only for official purposes; and care of grounds for same, $35,250; services of a professor of international law, $2,000; services of civilian lecturers, rendered at the War College, $300; care and preservation of the library, including the purchase, binding, and repair of books of reference and periodicals, $1,300: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for clerical, inspection, drafting, and messenger service for the fiscal year ending June thirtieth, nineteen hundred and nineteen, shall not exceed $22,500; in all, Naval War College, Rhode Island, $38,850.

NAVAL HOME, PHILADELPHIA, PENNSYLVANIA, PAY OF EMPLOYEES: One secretary, $1,800; one foreman mechanic, $1,800; one superintendent of grounds, at $900; one steward, at $900; one store laborer, at $540; one matron and office assistant, at $600; one beneficiaries' attendant, at $360; one chief cook, at $540; one assistant cook, at $420; one assistant cook, at $360; one chief laundress, at $300; five

laundresses, at $240 each; one chief scrubber, at $300; three scrubbers, at $240 each; one head waitress, at $360; eight waitresses, at $240 each; one kitchen attendant, at $420; nine laborers, at $420 each; one stable keeper and driver, at $540; one master at arms, at $720; two house corporals, at $480 each; one barber, at $480; one carpenter, at $960; one painter, at $960; one painter, at $840; one engineer, $960; four laborers, at $600 each; two laborers, at $660 each; one laborer, at $420; total for employees, $27,840.

MAINTENANCE: Water rent, heating, and lighting; cemetery, burial expenses and headstones; general care and improvements of grounds, buildings, walls, and fences; repairs to power-plant equipment, implements, tools, and furniture, and purchase of the same; music in chapel and entertainments for beneficiaries; stationery, books, and periodicals; transportation of indigent and destitute beneficiaries to the Naval Home, and of sick and insane beneficiaries, their attendants and necessary subsistence for both, to and from other Government hospitals; employment of such beneficiaries in and about the Naval Home as may be authorized by the Secretary of the Navy, on the recommendation of the governor; support of beneficiaries, and all other contingent expenses, including the maintenance, repair, and operation of three horse-drawn passenger-carrying vehicles, to be used only for official purposes, $87,805; in all, for Naval Home, $115,645, which sum shall be paid out of the income from the naval pension fund.

That the authorized enlisted strength of the active list of the Navy is hereby increased from eighty-seven thousand to one hundred and thirty-one thousand four hundred and eighty-five.

That the Act approved May twenty-second, nineteen hundred and seventeen (Statutes at Large, volume forty, page eighty-five), entitled "An Act to temporarily increase the commissioned and warrant and enlisted strength of the Navy and Marine Corps, and for other purposes," be, and the same is hereby, amended by striking out all of the first and second sections of said Act, after the enacting clause, and by substituting therefor the following:

"That the authorized enlisted strength of the active list of the Navy is hereby temporarily increased from one hundred and thirty-one thousand four hundred and eighty-five to one hundred and eighty-one thousand four hundred and eighty-five; the authorized number of apprentice seamen is hereby temporarily increased from six thousand to twenty-four thousand; and the authorized number of enlisted men of the Flying Corps is hereby temporarily increased from three hundred and fifty to ten thousand: *Provided*, That the phrase 'authorized enlisted strength,' as applied to the personnel of the Navy, shall mean the total number of enlisted men of the Navy authorized by law, exclusive of the Hospital Corps, apprentice seamen, those sentenced by court-martial to discharge, those detailed for duty with Naval Militia, those furloughed without pay, enlisted men of the Flying Corps, and those under instruction in trade schools: *Provided further*, That the number of enlisted men for instruction in trade schools shall not at any time exceed fourteen thousand, which number is hereby temporarily authorized: *Provided further*, That the President is authorized, at any time during the period of the present war, when in his judgment it becomes necessary, temporarily to

increase the authorized enlisted strength of the Navy, as provided for herein, by the addition of fifty thousand men."

"SEC. 2. That the authorized enlisted strength of the active list of the Marine Corps is hereby temporarily increased from seventeen thousand four hundred to seventy-five thousand five hundred, this authorized strength being distributed in the various grades of the enlisted force in the same proportion as those authorized at the date of the approval of this Act: *Provided*, That not more than twenty-five per centum of the authorized number of privates in the Marine Corps shall have the rank of private, first class, which rank is hereby established in the Marine Corps."

The rank and title of Major General is hereby created in the Marine Corps, and the President is authorized to nominate, and, by and with the advice and consent of the Senate, to appoint one Major General, who shall at all times be junior in rank to the Major General Commandant, and also one temporary Major General in the Marine Corps, who shall at all times be junior to the permanent Major General.

That the said Act of May twenty-second, nineteen hundred and seventeen, Statutes at Large, volume forty, page eighty-five, be, and the same is hereby, amended by striking out the word "lieutenant" in lines five and fourteen of section four thereof, and substituting therefor the words "lieutenant commander" and adding at the end of section four the following proviso: *Provided further*, That based on the temporary increase of enlisted men of the Marine Corps herein authorized, the President, by and with the advice and consent of the Senate, is authorized, in his discretion, temporarily to appoint not exceeding six brigadier generals, twenty-two colonels, and twenty-two lieutenant colonels in the Marine Corps in addition to the number permanently allowed by law in those grades; said temporary appointments shall continue in force only until otherwise directed by the President or until Congress shall amend or repeal the same and not later than six months after the termination of the present war; by striking out the words "commissioned warrant officers, warrant officers, and" in lines fourteen and fifteen of section five thereof; and by inserting after the semicolon in line thirty-one of section five, the following: "*Provided further*, That temporary appointments as chief warrant officers may be made by the President, with the consent of the Senate," so that said sections, as amended, will read as follows:

"SEC. 4. Additional commissioned officers in the Navy and Marine Corps, based upon the temporary increases herein authorized in the number of enlisted men, shall be temporarily appointed by the President, in his discretion, with the advice and consent of the Senate, not above the grades and ranks of lieutenant commander in the line and staff of the Navy and major in the Marine Corps, the distribution in said grades and ranks to be made in accordance with the provisions of the Act of August twenty-ninth, nineteen hundred and sixteen: *Provided*, That all temporary original appointments shall be made in the lowest commissioned grades of the line and staff of the Navy and Marine Corps, exclusive of commissioned warrant officers, and that there shall be no permanent or temporary appointments in or permanent or temporary promotions to any grade or rank above that of lieutenant commander in the Navy

or major in the Marine Corps by reason of the temporary appointment of officers authorized by this Act in excess of the total number of officers authorized by existing law or on account of the increase of enlisted men herein authorized: *Provided further*, That, during the period of the present war, the deficiency existing prior to the passage of this Act in the total number of commissioned officers of the Navy and Marine Corps authorized by the Act of August twenty-ninth, nineteen hundred and sixteen, may also be supplied by temporary appointments in the lowest grades and by temporary promotions to all other grades until a sufficient number of officers shall be available for regular appointment or promotion in accordance with existing law: *Provided further*, That nothing herein shall be held or construed to limit or abridge the use or service of the officers of the Navy and Marine Corps on the retired list or of the officers of the Naval Militia and National Naval Volunteers, Naval Reserve Force, and Marine Corps Reserve, as provided and authorized under existing law: *Provided further*, That temporary chaplains and temporary acting chaplains in the Navy may be appointed for service during the period of the war in the proportion of the personnel of the Navy as now prescribed by existing law: *Provided further*, That, based on the temporary increase of enlisted men of the Marine Corps herein authorized, the President, by and with the advice and consent of the Senate, is authorized, in his discretion, temporarily to appoint not exceeding six brigadier generals, twenty-two colonels, and twenty-two lieutenant colonels in the Marine Corps in addition to the number permanently allowed by law in those grades; said temporary appointments shall continue in force only until otherwise directed by the President or until Congress shall amend or repeal the same and not later than six months after the termination of the present war.

"SEC. 5. That the additional temporary officers authorized in the various grades and ranks of the Navy and Marine Corps in accordance with the next preceding section may be temporarily appointed to serve in the grades or ranks to which appointed or promoted by the temporary advancement of officers holding permanent and probationary commissions, by temporary appointment of commissioned warrant officers, warrant officers, and enlisted men of the Navy, and warrant officers, noncommissioned officers, and clerks to assistant paymasters of the Marine Corps, commissioned and warrant officers of the United States Coast Guard, citizens of the United States who have had previous naval or military service or training, and other citizens of the United States specially qualified: *Provided*, That such chief warrant officers as are given the temporary appointments provided herein who were chief warrant officers in the permanent Navy on July first, nineteen hundred and seventeen, and were not given such temporary appointments as of that date because of age restriction or ill health, shall take rank and precedence with the other chief warrant officers temporarily appointed as of July first, nineteen hundred and seventeen, and according to their seniority as chief warrant officers in the permanent service: *Provided further*, That in making appointments authorized herein the maximum age limit shall be fifty years for enlisted men to ensign, enlisted men of the Navy to warrant rank, noncommissioned officers of the Marine Corps to commissioned rank, members of the Marine Corps branch of the Naval Militia and

National Naval Volunteers, Marine Corps Reserve, and civilians specially qualified to commissioned rank, and temporary chaplains and temporary acting chaplains: *Provided further*, That graduates of the Naval Academy and warrant officers duly commissioned in the Navy or Marine Corps in accordance with existing law shall not, by virtue of this Act, be required to receive temporary appointments; and the class of midshipmen graduated from the Naval Academy on March twenty-ninth, nineteen hundred and seventeen, and the classes to be graduated hereafter, may be commissioned effective from date of graduation: *Provided further*, That temporary appointments as warrant officers of the Navy may be made by the Secretary of the Navy: *Provided further*, That temporary appointments as chief warrant officers may be made by the President with the consent of the Senate: *Provided further*, That the temporary appointment for the war of seventy-six additional marine gunners, and seventy-six additional quartermaster clerks, is authorized: *Provided further*, That lieutenants (junior grade) and ensigns may be considered eligible for temporary promotions to the grades of lieutenant and lieutenant (junior grade), respectively, without regard to length of service in grade."

That hereafter the Chief of Naval Operations shall receive the allowances which are now or may hereafter be prescribed by or in pursuance of law for the grade of general in the Army, and the officers of the Navy holding the rank and title of Admiral and Vice Admiral in the Navy while holding such rank and title shall receive the allowances of a General and Lieutenant General of the Army, respectively. And hereafter chiefs of bureaus of the Navy Department, including the Judge Advocate General of the Navy, shall, while so serving, have corresponding rank and shall receive the same pay and allowances as are now or may hereafter be prescribed by or in pursuance of law for chiefs of bureaus of the War Department and the Judge Advocate General of the Army.

That nothing contained in the preceding amendments of the Act of May twenty-second, nineteen hundred and seventeen, shall be construed to reduce the pay or allowances now authorized by law for any commissioned, warrant, or appointed officer or any enlisted man of the active or retired lists of the Navy.

That the paragraph in the naval appropriation Act of August twenty-ninth, nineteen hundred and sixteen (Thirty-ninth Statutes at Large, five hundred and eighty), relative to the loss of pay by officers and enlisted men of the Navy and Marine Corps who are absent from duty on account of sickness or disease resulting from their own misconduct, and the making good, by enlisted men, of time so lost, be, and the same is hereby, amended by inserting after the words "on account of," in the second line, the word "injury," followed by a comma, and by inserting after the words "on account of," in the ninth line, the word "injury," followed by a comma.

That hereafter, during the existence of war or of a national emergency declared by the President to exist, any commissioned or warrant officer of the Navy, Marine Corps, or Coast Guard of the United States on the retired list may, in the discretion of the Secretary of the Navy, be ordered to active duty at sea or on shore; and any retired officer performing such active duty in time of war or national emergency, declared as aforesaid, shall be entitled to promotion on

the retired list to the grade or rank, not above that of lieutenant commander in the Navy or major in the Marine Corps or captian in the Coast Guard, and shall thereafter receive the pay and allowances thereof, which his total active service as an officer both prior and subsequent to retirement, in the manner rendered by him, would have enabled him to attain in due course of promotion had such service been rendered continuously on the active list during the period of time last past.

That during the existence of war or of a national emergency, declared as aforesaid, any commissioned or warrant officer of the Navy, Marine Corps or Coast Guard of the United States on the retired list, while on active duty, may be temporarily advanced to and commissioned in such higher grade or rank on the retired list, not above that of lieutenant commander in the Navy or major in the Marine Corps or captain in the Coast Guard, as the President may determine, and any officer so advanced shall, while on active duty, be entitled to the same pay and allowances as officers of like grade or rank on the active list: *Provided*, That any such commissioned or warrant officer who has been so temporarily advanced in grade or rank shall, upon his relief from active duty, or in any case not later than six months after the termination of the war or of the national emergency, declared as aforesaid, revert to the grade or rank on the retired list and to the pay and allowance status which he would have held had he not been so temporarily advanced: *Provided further*, That nothing in this Act shall operate to reduce the pay and allowances now allowed by law to retired officers.

That the naval appropriation Act of August twenty-ninth, nineteen hundred and sixteen (Thirty-ninth Statutes at Large, page five hundred and seventy-nine), be, and the same is hereby, amended by the insertion of a new proviso immediately after the clause that "On and after June thirtieth, nineteen hundred and twenty, no captain, commander, or lieutenant commander shall be promoted unless he has had not less than two years' actual sea service on sea-going ships in the grade in which serving, or who is more than fifty-six, fifty, or forty-five years of age, respectively," the proviso reading as follows: "*Provided*, That in exceptional cases where officers are specifically designated during war or national emergency declared by the President by the Secretary of the Navy as performing, or as having performed, such highly important duties on shore that their services can not be or could not have been spared from such assignment without serious prejudice to the successful prosecution of the war, the qualification of sea service in the cases of those officers so specifically designated shall not apply while the United States is at war, or during a national emergency declared by the President, or within two and one-half years subsequent to the ending of such war or national emergency."

The provisions of existing laws with reference to promotion by selection in the line of the Navy are hereby extended to include and authorize advancement to the ranks of commander, captain, and rear admiral in the Staff Corps of the Navy under the same conditions in all respects except as may be necessary to adapt the said provisions to such Staff Corps: *Provided*, That boards of selection shall in each case be composed, when practicable, of not less than five members of the corps concerned and promotions shall be made on the basis of fitness

alone by selection from among the officers of the rank next below: *Provided further*, That the requirements for sea service in grade, length of service in grade and maximum age in grade for promotion shall not apply.

That hereafter the allowances of officers, enlisted men, and student flyers of the naval service shall in no case be increased by reason of the performance of aviation duty.

That the provisions of the Act of May twenty-seventh, nineteen hundred and eight (Thirty-fifth Statutes, pages four hundred and seventeen and four hundred and eighteen), as amended by the Act of August twenty-fourth, nineteen hundred and twelve (Thirty-seventh Statutes, page five hundred and sixty), and as amended by the Act of March fourth, nineteen hundred and seventeen (Thirty-ninth Statutes, page eleven hundred and eighty-eight), are hereby extended to authorize the designation of enlisted men of the Navy or Marine Corps as Navy mail clerks and assistant Navy mail clerks for duty at stations and shore establishments under the jurisdiction of the Navy Department where the services of such mail clerks and assistant mail clerks are necessary.

That hereafter the Secretary of the Navy may determine where and when there are no public quarters available for persons in the Navy and Marine Corps, or serving therewith, within the meaning of any Acts or parts of Acts relating to the assignment of quarters or commutation therefor.

That the Secretary of the Navy is hereby authorized, in his discretion and under such rules and regulations as he may prescribe, to pay cash rewards to civilian employees of the Navy Department or the Naval Establishment or other persons in civil life when due to a suggestion or series of suggestions by them there results an improvement or economy in manufacturing process or plant or naval material: *Provided*, That such sums as may be awarded to employees or other persons in civil life in accordance with this Act shall be paid them out of current naval appropriations in addition to their usual compensation: *Provided further*, That no employee or other person in civil life shall be paid a reward under this Act until he has properly executed an agreement to the effect that the use by the United States of the suggestion or series of suggestions made by him shall not form the basis of a further claim of any nature from the United States by him, his heirs, or assigns.

That the Comptroller of the Treasury be, and he is hereby, authorized to consider appeals from settlements of the Auditor for the Navy Department under date of April twenty-fifth, nineteen hundred and sixteen, in which settlements certain disallowances were made in the accounts of Paymaster Alvin Hovey-King, United States Navy, and in which cases the time within which appeal may lawfully be made to the comptroller has expired.

That any enlisted man of the Navy or Marine Corps upon the retired list who has been ordered into active service since April sixth, nineteen hundred and seventeen, or who may hereafter be ordered into active service, shall be eligible for promotion and he shall be entitled to the pay and benefits of continuous service of such rank and for such length of time as he is or has been employed in active service, and when relieved of active service shall retain upon the

retired list the rank and service held by him at the time of such relief, with the pay and allowances of such rank on the retired list; and the accounting officers of the Treasury are hereby directed to allow in the accounts of any enlisted man of the Navy or Marine Corps who resigned from the retired list in order to reenlist for appointment in a higher grade, the same continuous service pay and the benefits of such rank to which he may have been appointed upon reenlistment, as if his service had been continuous, and any difference in pay from the date of reenlistment shall be credited to his account.

The Lighthouse Depot at Saint Joseph, Michigan, described as follows, is hereby transferred to and placed under the control and jurisdiction of the Navy Department for use for naval purposes, namely:

Beginning at a four-by-four pine post, marked "U. S. L. H. E.," at the northwest angle of the United States Life Saving Station situated in section twenty-three, township four south, range nineteen west, in the county of Berrien and State of Michigan; thence south fifty-four degrees and thirty minutes east one hundred and ninety-three feet to a four-by-four pine post, marked "U. S. L. H. E.," at shore line; thence north seventy-four degrees and eleven minutes east three hundred feet to a four-by-four pine post, marked "U. S. L. H. E.," following the line of the shore; thence north fifteen degrees and forty-nine minutes west one hundred and fifty feet to a four-by-four pine post, marked "U. S. L. H. E."; thence north eighty-seven degrees and eleven minutes west three hundred and thirteen feet to a four-by-four pine post, marked "U. S. L. H. E."; thence south thirty-five degrees and thirty minutes west one hundred and fifty-nine feet to the place of beginning, containing approximately one and seven hundred and twenty-four one-thousandths acres, more or less, together with all buildings and improvements thereon; which property is shown on drawing number seventeen thousand three hundred and twenty-one, bearing the legend, "Office of the Lighthouse Inspector, Twelfth District, Milwaukee, Wisconsin. Lighthouse Depot, Saint Joseph, Michigan. General Plan of Depot. Scale as noted. Approved July thirty-first, nineteen hundred and seventeen. N. M. Works, Superintendent. Lewis M. Stoddard, Inspector," on file in the Navy Department.

(a) That the word "person" as used in paragraph (b), (c), next hereafter shall include any individual, trustee, firm, association, company, or corporation. The word "ship" shall include any boat, vessel, submarine, or any form of aircraft, and the parts thereof. The words "war material" shall include arms, armament, ammunition, stores, supplies, and equipment for ships and airplanes, and everything required for or in connection with the production thereof. The word "factory" shall include any factory, workshop, engine works, building used for manufacture, assembling, construction, or any process, and any shipyard or dockyard. The words "United States" shall include the Canal Zone and all territory and waters, continental and insular, subject to the jurisdiction of the United States.

(b) The President is hereby authorized and empowered, within the limits of the amounts appropriated therefor:

First. To place an order with any person for such ships or war material as the necessities of the Government, to be determined by the President, may require and which are of the nature, kind, and

quantity usually produced or capable of being produced by such person. Compliance with all such orders shall be obligatory on any person to whom such order is given, and such order shall take precedence over all other orders and contracts theretofore placed with such person. If any person owning, leasing, or operating any factory equipped for the building or production of ships or war material for the Navy shall refuse or fail to give to the United States such preference in the execution of such an order, or shall refuse to build, supply, furnish, or manufacture the kind, quantity, or quality of ships of war materials so ordered at such reasonable price as shall be determined by the President, the President may take immediate possession of any factory of such person, or of any part thereof without taking possession of the entire factory, and may use the same at such times and in such manner as he may consider necessary or expedient.

Second. Within the limit of the amounts appropriated therefor, to modify or cancel any existing contract for the building, production, or purchase of ships or war material; and if any contractor shall refuse or fail to comply with the contract as so modified, the President may take immediate possession of any factory of such contractor, or any part thereof without taking possession of the entire factory, and may use the same at such times and in such manner as he may consider necessary or expedient.

Third. To require the owner or occupier of any factory in which ships or war material are built or produced to place at the disposal of the United States the whole or any part of the output of such factory, and within the limit of the amounts appropriated therefor, to deliver such output or parts thereof in such quantities and at such times as may be specified in the order at such reasonable price as shall be determined by the President.

Fourth. To requisition and take over for use or operation by the Government any factory, or any part thereof, without taking possession of the entire factory, whether the United States has or has not any contract with the owner or occupier of such factory.

That all authority granted to the President herein or by him delegated shall cease six months after a final treaty of peace shall be proclaimed between this Government and the German Empire.

(d) That whenever the United States shall cancel or modify any contract, make use of, assume, occupy, requisition, or take over any factory or part thereof, or any ships or war material, in accordance with the provisions of paragraph (b), it shall make just compensation therefor, to be determined by the President, and if the amount thereof so determined by the President is unsatisfactory to the person entitled to receive the same, such person shall be paid seventy-five per centum of the amount so determined by the President and shall be entitled to sue the United States to recover such further sum as added to said seventy-five per centum shall make up such amount as will be just compensation therefor, in the manner provided for by section twenty-four, paragraph twenty, and section one hundred and forty-five of the Judicial Code.

That the Act approved October sixth, nineteen hundred and seventeen, to provide for the acquisition of an air station site for the United States Navy at Cape May, New Jersey, be and the same is hereby, amended by adding the following at the end thereof:

"*And provided further*, That in the event the Secretary of the Navy is unable satisfactorily to consummate the negotiations for the purchase thereof under the provisions of said Act approved October sixth, nineteen hundred and seventeen, the President is hereby authorized and empowered to take over for and in behalf of the United States the immediate possession of and title to such land, including all easements, rights of way, riparian and other rights appurtenant or appertaining thereto deemed by him to be necessary for the purposes aforesaid, and to make compensation therefor under the terms and provisions of the legislation contained in this Act; and the appropriation of $150,000 appropriated in said Act, approved October sixth, nineteen hundred and seventeen, or so much thereof as may be necessary, is hereby made available for the payment of compensation for said property so taken over by the President."

BUREAU OF ORDNANCE.

ORDNANCE AND ORDNANCE STORES: For procuring, producing, preserving, and handling ordnance material; for the armament of ships; for fuel, material, and labor to be used in the general work of the Ordnance Department; for furniture at naval ammunition depots, torpedo stations, and proving grounds; for necessary improvements at and maintenance of proving grounds, powder factory, torpedo stations, gun factory, ammunition depots, and armor and projectile plant, and for target practice; for the maintenance, repair, or operation of horse-drawn and motor-propelled passenger-carrying vehicles, to be used only for official purposes at naval ammunition depots, naval proving grounds, and naval torpedo stations, and for pay of chemists, clerical, drafting, inspection, and messenger service in navy yards, naval stations, and naval ammunition depots: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for chemists, clerical, drafting, inspection, watchmen, and messenger service in navy yards, naval stations, and naval ammunition depots for the fiscal year ending June thirtieth, nineteen hundred and nineteen, shall not exceed $2,950,000; in all, $30,522,279: *Provided further*, That ordnance materials procured under the various Ordnance appropriations shall hereafter be available for issue, to meet the general needs of the naval service, under the appropriation from which procured.

Purchase and manufacture of smokeless powder, $2,400,000.

NEW BATTERIES FOR SHIPS OF THE NAVY: For batteries and outfits for naval vessels, auxiliaries, patrols, aircraft, naval stations, and merchantmen, $85,014,110.50: *Provided*, That the Secretary of the Navy is authorized to enter into contracts or otherwise to incur obligations for the purposes above mentioned not to exceed $20,000,000 in addition to the appropriations herein and heretofore made: *Provided further*, That $41,259,523.50 of this amount shall be available to meet obligations authorized under this heading in the Act of October sixth, nineteen hundred and seventeen, and the Act of March twenty-eighth, nineteen hundred and eighteen.

AMMUNITION FOR VESSELS: For procuring, producing, preserving, and handling ammunition for vessels, $73,289,530: *Provided*, That the Secretary of the Navy is authorized to enter into contracts or otherwise to incur obligations for the purposes above mentioned

not to exceed $11,000,000 in addition to the appropriations herein and heretofore made: *Provided further*, That $23,210,120 of this amount shall be available to meet obligations authorized under this heading in the Act of October sixth, nineteen hundred and seventeen, and the Act of March twenty-eighth, nineteen hundred and eighteen.

TORPEDOES AND APPLIANCES: For the purchase and manufacture of torpedoes and appliances, to be available until June thirtieth, nineteen hundred and twenty-one, $10,000,000.

RESERVE ORDNANCE SUPPLIES: For reserve and miscellaneous ordnance supplies, $63,000,000: *Provided*, That $30,500,000 of this amount shall be available to meet obligations authorized under this heading in the Act of October sixth, nineteen hundred and seventeen, and the Act of March twenty-eighth, nineteen hundred and seventeen.

TORPEDO STATION, NEWPORT, RHODE ISLAND: For labor and material; general care of and repairs to grounds, buildings, and wharves; boats, instruction, instruments, tools, experiments, and general torpedo outfits, $200,000.

For new and improved machinery and tools for torpedo factory, $200,000.

EXPERIMENTS, BUREAU OF ORDNANCE: For experimental work in the development of armor-piercing and torpedo shell and other projectiles, fuses, powders, and high explosives, in connection with problems of the attack of armor with direct and inclined fire at various ranges, including the purchase of armor, powder, projectiles, and fuses for the above purposes and of all necessary material and labor in connection therewith; and for other experimental work under the cognizance of the Bureau of Ordnance in connection with the development of ordnance material for the Navy, $385,000.

CONTINGENT, BUREAU OF ORDNANCE: For miscellaneous items, namely, cartage, expenses of light and water at ammunition depots and stations, tolls, ferriage, technical books, and incidental expenses attending inspection of ordnance material, $50,000.

NAVY MINE DEPOT: For the erection and equipment of a depot for the storage of high explosives and the loading of mines, on a site to be selected and acquired by the President, $3,000,000.

NAVY NITRATE PLANT: For the erection, equipment, and operation of a plant for the fixation of atmospheric nitrogen, production of synthetic ammonia, its oxidation to nitric acid, and the manufacture of ammonium nitrate, for each and every expense connected therewith, including the employment of all necessary expert, drafting, and clerical assistance, $9,150,000, to be available until expended.

## BUREAU OF YARDS AND DOCKS.

MAINTENANCE, BUREAU OF YARDS AND DOCKS: For general maintenance of yards and docks, namely, for books, maps, models, and drawings; purchase and repair of fire engines; fire apparatus and plants; machinery, operation or repair, purchase; maintenance of horses and driving teams; carts, timber wheels, and all vehicles, including motor-propelled and horse-drawn passenger-carrying vehicles to be used only for official purposes, and including motor-propelled vehicles for freight-carrying purposes only for use in the navy yards; tools and repair of the same; stationery; furniture for Government houses and offices in navy yards and naval stations; coal and other

fuel; candles, oil, and gas; attendance on light and power plants; cleaning and clearing up yards and care of buildings; attendance on fires, lights, fire engines, and fire apparatus and plants; incidental labor at navy yards; water tax, tolls, and ferriage; pay of watchmen in navy yards; awnings and packing boxes; and for pay for employees on leave, $10,500,000: *Provided*, That the sum to be paid out of this appropriation under the direction of the Secretary of the Navy for clerical, inspection, drafting, messenger, and other classified work in the navy yards and naval stations for the fiscal year ending June thirtieth, nineteen hundred and nineteen, shall not exceed $2,000,000: *Provided further*, That no part of any appropriation contained in this Act shall be used for the purchase of more than one hundred and fifteen passenger-carrying automobiles for official use within the United States and its insular possessions: *And provided further*, That no part of any appropriation contained in this Act shall be used for the purchase of more than one hundred such passenger-carrying automobiles at a greater cost than $500 each and fifteen at a greater cost than $2,000 each: *And provided further*, That the Secretary of the Navy is authorized to distribute the high-powered automobiles now owned and in use in the United States and its insular possessions to such places and service as they may be required.

CONTINGENT, BUREAU OF YARDS AND DOCKS: For contingent expenses and minor extensions and improvements of public works at navy yards and stations, $250,000.

EMERGENCY EXPENSES, BUREAU OF YARDS AND DOCKS: For emergency expenses and extensions of public works at navy yards and naval stations, $4,750,000.

PUBLIC WORKS, BUREAU OF YARDS AND DOCKS.

HOSPITAL CONSTRUCTION: For additional temporary hospital construction and repairs as may be necessary at the points named herein and to provide same with suitable hospital facilities, Chelsea, Massachusetts, $350,000; Newport, Rhode Island, $500,000; New London, Connecticut, $150,000; Brooklyn, New York, $1,400,000; Wards Island, New York, $1,250,000; Pelham, New York, $900,000; Philadelphia, Pennsylvania, $355,000; League Island, Pennsylvania, $800,000; Norfolk, Virginia, $1,250,000; Hampton Roads, Virginia, $500,000; Charleston, South Carolina, $850,000; Parris Island, South Carolina, $175,000; Great Lakes, Illinois, $65,000; Pearl Harbor, Hawaii, $150,000; over seas, $1,000,000; contingent, $600,000; in all, $10,295,000.

TEMPORARY STORAGE: For temporary storage, $1,000,000.

NAVY YARD, PORTSMOUTH, NEW HAMPSHIRE: Addition to machine shop, $200,000; addition to foundry, $130,000; power-plant improvements, $150,000; in all, $480,000.

SUBMARINE BASE, NEW LONDON, CONNECTICUT: For the further development of the submarine base at New London, Connecticut, including the erection and equipment of repair shops, the provision of additional berthing space, and the erection of quarters and barracks for officers and men, $750,000.

NAVY YARD, BOSTON, MASSACHUSETTS: Improvement of central power plant, $425,000; water front improvements, $400,000; machine shop and foundry, $900,000; in all, $1,725,000.

NAVY YARD, NEW YORK, NEW YORK: Water front improvements, $750,000; central power-plant improvements, $500,000; in all, $1,250,000.

NAVY YARD, PHILADELPHIA, PENNSYLVANIA: Dry dock, to complete, $2,000,000; central power-plant inprovements, $300,000; tracks, streets and sewers, $100,000; in all, $2,400,000.

DEPOT OF SUPPLIES, PHILADELPHIA, PENNSYLVANIA: For the erection of a lumber shed and necessary railroad sidings on land now owned by the Government and occupied as a portion of the Depot of Supplies, $35,000.

The unexpended balance of $40,434.23 of appropriation of $200,000 in the Act approved June fifteenth, nineteen hundred and seventeen, making appropriations to supply deficiencies, for the purchase of additional land, Depot of Supplies, Marine Corps, Philadelphia, Pennsylvania, is hereby made available for the purchase of all necessary land lying between Alter Street, Ellsworth Street, and Fifteenth Street, in the city of Philadelphia, including all buildings thereon and for adapting said buildings for uses connected with said depot.

NAVY YARD, WASHINGTON, DISTRICT OF COLUMBIA: Fuse and primer loading house, Bellevue magazine, $25,000; boundary fence, Bellevue magazine, $20,600; cranes for buildings, $375,000; central power plant and distributing systems, extensions, $85,000; seven ordnance storehouses, Bellevue magazine, $440,000; for the acquisition of additional land on the east side of the Naval Gun Factory lying south of M Street and west of Eleventh Street and for the removal of buildings thereon and the grading of the ground and construction of walls enclosing said land and equipping same for use, $488,000: *Provided*, That upon the acquisition of the land hereby authorized, all portions of public streets on which any squares so taken over shall abut and lying between the same, and all public alleys within said squares together with such portions of streets and public alleys as lie between the present navy yard and the land so acquired, are hereby abandoned and closed and said portions of said streets and public alleys shall be regarded as set apart and reserved for naval purposes; in all, $1,433,600.

That portion of Eleventh Street southeast lying south of the south line of O Street southeast and west of the west face of the new Anacostia bridge is hereby abandoned and closed, and said portion of said street, together with such land owned by the United States as is bounded on the north by the south line of O Street; on the east by the west face of the new Anacostia bridge; on the south by the waters of the Anacostia River; and on the west by the west line of Eleventh Street, extending in a southerly direction from its point of intersection with the south line of O Street and prolonged to its intersection with the waters of the Anacostia River, is hereby set apart and reserved for naval purposes and placed under the control and jurisdiction of the Secretary of the Navy: *Provided*, That at all times the proper authorities of the District of Columbia shall be permitted to have access to the area above described for the purpose of making examinations of, and repairs to, the said bridge: *And provided further*, That all leases heretofore granted by the Commissioners of the District of Columbia to parties occupying said above described area are hereby, in accordance with the terms of such leases, terminated.

MARINE BARRACKS, QUANTICO, VIRGINIA: The President is authorized to acquire under the authority and provisions of this Act all of the land specified in the report of the board appointed by the Major General Commandant, Marine Corps, dated January twenty-fifth, nineteen hundred and eighteen, at Quantico, Virginia, as a permanent Marine Corps post, and the sum of $475,000, or so much thereof as may be necessary, is hereby appropriated for this purpose.

NAVY YARD, NORFOLK, VIRGINIA: Dry dock, to complete, $2,000,000; water-front improvements, $500,000; improvements central power plant and distributing system, $300,000; tracks, streets, and sewers, $150,000; galvanizing shop, $100,000; toward steel and lumber storage (limit of cost, $850,000), $400,000; in all, $3,450,000.

BUILDINGS AND GROUNDS, NAVAL ACADEMY: Extension of Bancroft Hall, to complete, $1,850,000; and the limit of cost is increased to $2,850,000; improvements central power plant and distributing systems, $325,000; general store building, $100,000; building for seamanship and navigation, and other instruction purposes, $1,000,000: *Provided*, That the Secretary of the Navy is authorized to enter into contracts or otherwise to incur obligations for this purpose not to exceed $1,500,000 in addition to the appropriation herein made; garage, $30,000; in all, $3,305,000.

MARINE RECRUITING STATION, PORT ROYAL, SOUTH CAROLINA: For twelve additional barracks buildings, four lavatories, and six mess halls, $60,000; dredging and reclaiming marsh land, $35,000; sea wall, $25,000; lining dry dock with concrete, $25,000; street paving, $7,000; cement sidewalks, $7,000; trees and shrubbery, $1,000; medical officers' quarters, $10,000; in all, $170,000.

The President is authorized to acquire under the authority and provisions of this Act all of the remaining portion of Parris Island for the enlargement of the Marine Recruiting Station, Port Royal, South Carolina; and the sum of $150,000, or so much thereof as may be necessary, is hereby appropriated for this purpose.

NAVY YARD, CHARLESTON, SOUTH CAROLINA: For the construction of a large dry dock (limit of cost, $4,000,000), $1,150,000; dredging, to continue, $25,000; railroad system extension, $15,000; toward water-front improvements, $200,000; boat storage, $10,000; central power plant improvements, $250,000; in all, $1,650,000.

NAVAL STATION, KEY WEST, FLORIDA: Station improvements, $25,000; for the development of a submarine base, $1,000,000: *Provided*, That the Secretary of the Navy is authorized to enter into contracts or otherwise to incur obligations for this purpose not to exceed $1,500,000 in addition to the appropriations herein made; in all, $1,025,000.

NAVAL AERONAUTIC STATION, PENSACOLA, FLORIDA: Improvements central power plant and distributing systems, $100,000.

NAVAL STATION, NEW ORLEANS, LOUISIANA: Floating crane, $30,000; improvements, central power plant and distributing systems, $280,000; water-front improvements, $100,000; shell house, $40,000; in all, $450,000.

NAVY YARD, MARE ISLAND, CALIFORNIA: Maintenance of dikes and dredging, $100,000; improvements central power plant and distributing system, $250,000; structural shop and auxiliary improvements, $1,000,000; in all, $1,350,000.

The buildings and improvements in connection with and appurtenant to the Mare Island Light Station, California, are hereby transferred from the control and jurisdiction of the Department of Commerce to the control and jurisdiction of the Navy Department for naval purposes.

NAVY YARD, PUGET SOUND, WASHINGTON: Improvements, central power plant and distributing systems, $325,000; purchase of additional land adjoining the navy yard, $300,000; for grading, filling, and sea-wall construction (limit of cost to be $750,000), $400,000; in all, $1,025,000.

NAVAL STATION, PEARL HARBOR, HAWAII: Auxiliary water supply, $41,275.

NAVAL STATION, TUTUILA, SAMOA: Construction of quarters, $9,000; additional water-supply system, including not to exceed $500 for the purchase of land, $15,000; storehouse, $15,000; sea wall, $5,000; miscellaneous, $6,000; in all, $50,000.

NAVAL STATION, GUAM: Repair and extension of roads, $30,000; cold storage, $40,000; boathouse, $20,000; miscellaneous and extensions, $10,000; in all, $100,000.

NAVAL STATION, GUANTANAMO, CUBA: Concrete pier, $140,000; telephone and transmission system, $25,000; road construction, $15,000; storage facilities, $20,000; in all, $200,000.

NAVAL MAGAZINE, NEW ENGLAND COAST: Dredging, $30,000.

NAVAL PROVING GROUND, INDIANHEAD, MARYLAND: Improvements to powder factory, $140,000; pyro storage, $20,000; in all, $160,000.

For the building of or providing for the construction of a railroad to connect the Naval Proving Ground and the Naval Smokeless Powder Factory at Indianhead, Maryland, with existing or contemplated railway lines, under terms and conditions satisfactory to the Secretary of the Navy, authority being granted for the immediate condemnation or acquisition of the necessary right of way, $850,000.

NAVAL MAGAZINE, FORT MIFFLIN, PENNSYLVANIA: The President is authorized to acquire under the authority and provisions of this Act additional land for increasing ordnance facilities in the vicinity of the naval magazine, Fort Mifflin, Pennsylvania; and for this purpose $360,000 is hereby appropriated or so much thereof as may be necessary.

NAVAL MAGAZINE, NEW YORK HARBOR: Quarters for marine officer and medical officer, $18,000.

NAVAL MAGAZINE, FORT LAFAYETTE, NEW YORK: Dredging channel, $26,000.

NAVAL MAGAZINE, LAKE DENMARK, NEW JERSEY: The President is authorized to acquire under the authority and provisions of this Act additional land for increasing ordnance facilities in the vicinity of the naval magazine, Lake Denmark, New Jersey; and for this purpose $18,000 is hereby appropriated or so much thereof as may be necessary.

TORPEDO STATION, NEWPORT, RHODE ISLAND, BUILDINGS: Boathouse and diving school, $100,000; emergency torpedo repair shop, $100,000; extension of industrial roads, $20,000; extension of sea wall, $5,000; rebuilding carpenter shop, $25,000; improvements central power plant systems, including quay wall and fill at power house, $800,000; in all, $1,050,000.

The President is authorized to acquire under the authority and provisions of this Act additional land for increasing ordnance facilities in the vicinity of the naval torpedo station, Newport, Rhode Island; and for this purpose $100,000 is hereby appropriated or so much thereof as may be necessary.

TORPEDO STORAGE: For additional storage for torpedoes at ordnance stations, $250,000.

DEPOTS FOR COAL: For depots for coal and other fuel, Guantanamo, Cuba, $90,000; Pearl Harbor, Hawaii, $40,000; Puget Sound, Washington, $60,000; San Diego, California, $70,000; Mare Island, California; $270,000; Melville, Rhode Island, $160,000; contingent, $50,000; care and custody of naval petroleum reserves, $10,000; in all, $750,000.

NAVAL TRAINING STATION, CALIFORNIA, BUILDINGS: Water supply, $65,000; roads and streets, $10,000; in all, $75,000.

MARINE BARRACKS, PEKING, CHINA: Power plant, $25,000; barrack buildings, to complete, $85,000; in all, $110,000.

NAVAL TRAINING STATION, RHODE ISLAND, BUILDINGS: Sea-wall improvements, $225,000; remodeling boathouse, $20,000; officers' quarters, $15,000; fire apparatus house and garage, $30,000; in all, $290,000.

The President is authorized to acquire under the authority and provisions of this Act additional land for the enlargement of the Naval Training Station, Narragansett Bay, Newport, Rhode Island, and for this purpose $100,000 is hereby appropriated or so much thereof as may be necessary.

NAVAL TRAINING STATION, ILLINOIS, BUILDINGS: Dredging harbor, $35,000.

The President is authorized to acquire under the authority and provisions of this Act additional land for the enlargement of the Naval Training Station, Great Lakes, Illinois, and for this purpose $887,500 is hereby appropriated or so much thereof as may be necessary.

MARINE BARRACKS, SAN DIEGO, CALIFORNIA: Toward the establishment of a Marine Corps base, $1,500,000.

NAVAL FUEL DEPOT, SAN DIEGO, CALIFORNIA: Marine railway, $175,000.

NAVAL OPERATING BASE, HAMPTON ROADS, VIRGINIA: Toward water-front improvements and permanent improvements to station, including piers, bulkheads, filling, grading, and so forth, $3,000,000.

REPAIRS AND PRESERVATION AT NAVY YARDS: For repairs and preservation at navy yards, fuel depots, fuel plants, and stations, $4,000,000.

Total public works, $46,694,375, and the amounts herein appropriated therefor, except for repairs and preservation at navy yards and stations, shall be available until expended.

The unexpended balance of $4,300 of the appropriation of $10,000 for expenses of a commission of naval officers to investigate the question of navy yards and naval stations contained in the Act making appropriations for the Naval Service, approved August twenty-ninth, nineteen hundred and sixteen, is further continued and made available until expended.

The Paymaster General of the Navy shall cause to be paid to Mrs. Susie A. Van Kirk, mother of the late Dean R. Van Kirk,

ensign, National Naval Volunteers, an amount equal to one year's pay at the rate received by that officer at the date of his death, May first, nineteen hundred and seventeen.

BUREAU OF MEDICINE AND SURGERY.

MEDICAL DEPARTMENT: For surgeons' necessaries for vessels in commission, navy yards, naval stations, Marine Corps, and for the civil establishment at the several naval hospitals, navy yards, naval medical supply depots, Naval Medical School, Washington, and Naval Academy, including one bookkeeper at $1,600 and one clerk at $1,400 at the naval medical supply depot, Brooklyn, and toward the accumulation of a reserve supply of medical stores, $5,000,000.

CONTINGENT, BUREAU OF MEDICINE AND SURGERY: For tolls and ferriages; care, transportation, and burial of the dead, including officers and enlisted men who die within the United States; purchase of books and stationery, binding of medical records, unbound books, and pamphlets; hygienic and sanitary investigation and illustration; sanitary and hygienic instruction; purchase and repairs of non-passenger-carrying wagons, automobile ambulances, and harness; purchase of and feed for horses and cows; purchase, maintenance, repair, and operation of two passenger-carrying motor vehicles for naval dispensary, Washington, District of Columbia, and of one motor-propelled vehicle for official use only for the medical officer on out-patient medical service at the Naval Academy, and of a motor omnibus for the transportation of convalescent patients and attendants at the Naval Hospital at Las Animas, Colorado, to be used only for official purposes; trees, plants, care of grounds, garden tools, and seeds; incidental articles for the Naval Medical School and naval dispensary, Washington, naval medical supply depots, sick quarters at Naval Academy and marine barracks; washing for medical department at Naval Medical School and naval dispensary, Washington, naval medical supply depots, sick quarters at Naval Academy and marine barracks, dispensaries at navy yards and naval stations, and ships; and for minor repairs on buildings and grounds of the United States Naval Medical School and naval medical supply depots; rent of rooms for naval dispensary, Washington, District of Columbia, not to exceed $1,200; for the care, maintenance, and treatment of the insane of the Navy and Marine Corps on the Pacific coast, including supernumeraries held for transfer to the Government Hospital for the Insane; for dental outfits and dental material, and all other necessary contingent expenses; in all, $1,500,000.

TRANSPORTATION OF REMAINS: To enable the Secretary of the Navy, in his discretion, to cause to be transferred to their homes the remains of officers and enlisted men of the Navy and Marine Corps, of members of the Nurse Corps, of civilian officers and crews of naval auxiliaries, and of officers and enlisted men of the Naval Militia and National Naval Volunteers and the Naval Reserve Force when on active service with the Navy, who die or are killed in action ashore or afloat, and also to enable the Secretary of the Navy, in his discretion, to cause to be transported to their homes the remains of civilian employees who die outside of the continental limits of the United States, $350,000: *Provided*, That the sum herein appropriated shall be available for payment for transportation of the remains of

officers and men who have died while on duty at any time since April twenty-first, eighteen hundred and ninety-eight, and shall be available until June thirtieth, nineteen hundred and twenty.

CARE OF HOSPITAL PATIENTS: For the care, maintenance, and treatment of patients in naval and in other than naval hospitals, for the rental and purchase of land, at Key West, Florida, and at the Naval Training Station, Great Lakes, $4,000,000.

UNITED STATES NAVAL HOSPITAL, FORT LYONS, COLORADO: For the purchase of about four hundred and twenty acres of land for the enlargement and development of the Naval Hospital, Fort Lyons, Colorado, $19,600.

BUREAU OF SUPPLIES AND ACCOUNTS.

PAY OF THE NAVY: Pay and allowances prescribed by law of officers on sea duty and other duty, and officers on waiting orders, $33,234,498; officers on the retired list, $3,374,391; commutation of quarters for officers, including boatswains, gunners, carpenters, sailmakers, machinists, pharmacists, pay clerks, and mates, naval constructors, and assistant naval constructors, $2,821,248, and also members of Nurse Corps (female), $44,200; for hire of quarters for officers serving with troops where there are no public quarters belonging to the Government, and where there are not sufficient quarters possessed by the United States to accommodate them, or commutation of quarters not to exceed the amount which an officer would receive were he not serving with troops and hire of quarters for officers and enlisted men on sea duty at such times as they may be deprived of their quarters on board ship due to repairs or other conditions which may render them uninhabitable, $25,000; pay of enlisted men on the retired list, $540,255; extra pay to men reenlisting under honorable discharge, $1,400,000; interest on deposit by men, $15,000; pay of petty officers, seamen, landsmen, and apprentice seamen, including men in the engineers' force and men detailed for duty with the Fish Commission, one hundred and eighty-one thousand four hundred and eighty-five men, plus ten thousand men for aviation service, plus fourteen thousand men in trade schools; and pay of enlisted men of the Hospital Corps, and for the pay of enlisted men detailed for duty with the Naval Militia, $121,630,172; pay of enlisted men undergoing sentence of court-martial, $540,000, and as many machinists as the President may from time to time deem necessary to appoint; and twenty-four thousand apprentice seamen under training at training stations and on board training ships, at the pay prescribed by law, $8,019,600; pay of the Nurse Corps, $670,800; rent of quarters for members of the Nurse Corps, $55,800; retainer pay and active-service pay of members of the Naval Reserve Force, $55,001,982; in all, $227,372,946; and the money herein specifically appropriated for "Pay of the Navy" shall be disbursed and accounted for in accordance with existing law as "Pay of the Navy," and for that purpose shall constitute one fund: *Provided*, That during the war, in such cases as may be approved by the Secretary of the Navy, this appropriation shall be available for the hire of quarters for officers attached to submarines when they are required to be on shore and Government quarters are not available.

PROVISIONS, NAVY: For provisions and commuted rations for the seamen and marines, which commuted rations may be paid to caterers of messes, in case of death or desertion, upon orders of the commanding officers, commuted rations for officers on sea duty (other than commissioned officers of the line, Medical and Pay Corps, chaplains, chief boatswains, chief gunners, chief carpenters, chief machinists, chief pay clerks, and chief sailmakers) and midshipmen, and commuted rations stopped on account of sick in hospital and credited at the rate of 50 cents per ration to the naval hospital fund; subsistence of officers and men unavoidably detained or absent from vessels to which attached under orders (during which subsistence rations to be stopped on board ship and no credit for commutation therefor to be given); subsistence of men on detached duty; subsistence of officers and men of the Coast Guard and Lighthouse Services while cooperating with the Navy in so far as the regular appropriations for these services are insufficient therefor; subsistence of officers and men of the naval auxiliary service; subsistence of members of the Naval Reserve Force during period of active service; and for subsistence of female nurses and Navy and Marine Corps general courts-martial prisoners undergoing imprisonment with sentences of dishonorable discharge from the service at the expiration of such confinement: *Provided*, That the Secretary of the Navy is authorized to commute rations for such general courts-martial prisoners in such amounts as seem to him proper, which may vary in accordance with the location of the naval prison, but which shall in no case exceed 30 cents per diem for each ration so commuted; and for the purchase of United States Army emergency rations as required; in all, $75,520,216, to be available until the close of the fiscal year ending June thirtieth, nineteen hundred and twenty.

CLOTHING AND SMALL STORES FUND: For purchase of clothing and small stores for issue to the naval service, to be added to the "Clothing and small stores fund," $27,000,000.

MAINTENANCE, BUREAU OF SUPPLIES AND ACCOUNTS: For fuel; the removal and transportation of ashes and garbage, from ships of war; books, blanks, and stationery, including stationery for commanding and navigating officers of ships chaplains on shore and afloat, and for the use of courts-martial on board ships; purchase, repair, and exchange of typewriters for ships; packing boxes and materials; interior fittings for general storehouses, pay offices, and accounting offices in navy yards; expenses of disbursing officers; coffee mills and repair thereto; expenses of naval clothing factory and machinery for the same; laboratory equipment; purchase of articles of equipage at home and abroad under the cognizance of the Bureau of Supplies and Accounts, and for the payment of labor in equipping vessels therewith, and the manufacture of such articles in the several navy yards; musical instruments and music; mess outfits; soap on board naval vessels; athletic outfits; tolls, ferriages, yeomen's stores, safes, and other incidental expenses; labor in general storehouses, paymasters' offices, and accounting offices in navy yards and naval stations, including naval stations maintained in island possessions under the control of the United States, and expenses in handling stores purchased and manufactured under "General account of advances"; and reimbursement to appropriations of the Department of Agriculture of cost of inspection of meats and meat food products for the

Navy Department: *Provided*, That the sum to be paid out of this appropriation, under the direction of the Secretary of the Navy, for chemists and for clerical, inspection, storemen, store laborer, and messenger service in the supply and accounting departments of the navy yards and naval stations and disbursing offices for the fiscal year ending June thirtieth, nineteen hundred and nineteen, shall not exceed $4,000,000; in all, $17,836,625.

FREIGHT, BUREAU OF SUPPLIES AND ACCOUNTS: All freight and express charges pertaining to the Navy Department and its bureaus, except the transportation of coal for the Bureau of Supplies and Accounts, $4,000,000.

FUEL AND TRANSPORTATION: Coal and other fuel for steamers' and ships' use, including expenses of transportation, storage, and handling the same; maintenance and general operation of machinery of naval fuel depots and fuel plants; water for all purposes on board naval vessels; and ice for the cooling of water, including the expense of transportation and storage of both, $49,400,000, $1,000,000 of which, or so much thereof as may be necessary, may in his discretion, be used by the Secretary of the Navy in mining coal, or contracting for the same in Alaska, the transportation of the same, and the construction of coal bunkers and the necessary docks for use in supplying ships therewith; and the Secretary of the Navy is hereby authorized to select from the public coal lands in Alaska such areas as may be necessary for use by him for the purposes stated herein: *Provided*, That when, in the opinion of the President, the prices asked for the charter of vessels for the transportation of fuel are excessive, he is authorized to purchase vessels suitable for the purpose, and, if money is not otherwise available, to pay for them from the appropriation "Fuel and transportation."

## BUREAU OF CONSTRUCTION AND REPAIR.

CONSTRUCTION AND REPAIR OF VESSELS: For preservation and completion of vessels on the stocks and in ordinary; purchase of materials and stores of all kinds; steam steerers, pneumatic steerers, steam capstans, steam windlasses, and all other auxiliaries; labor in navy yards and on foreign stations; purchase of machinery and tools for use in shops; carrying on work of experimental model tank and wind tunnel; designing naval vessels; construction and repair of yard craft, lighters, and barges; wear, tear, and repair of vessels afloat; general care, increase, and protection of the Navy in the line of construction and repair; repair and maintenance of vessels of the Coast Guard and Lighthouse Services; submarine chasers, patrol boats; incidental expenses for vessels and navy yards, inspectors' offices, such as photographing, books, professional magazines, plans, stationery, and instruments for drafting room, and for pay of classified force under the bureau; for hemp, wire, iron, and other materials for the manufacture of cordage, anchors, cables, galleys, and chains; specifications for purchase thereof shall be so prepared as shall give fair and free competition; canvas for the manufacture of sails, awnings, hammocks, and other work; interior appliances and tools for manufacturing purposes in navy yards and naval stations; and for the purchase of all other articles of equipage at home and abroad; and for the payment of labor in equipping vessels therewith and

manufacture of such articles in the several navy yards; naval signals and apparatus, other than electric, namely, signals, lights, lanterns, running lights, lanterns, and lamps and their appendages for general use on board ship for illuminating purposes; and oil and candles used in connection therewith; bunting and other materials for making and repairing flags of all kinds; for all permanent galley fittings and equipage; rugs, carpets, curtains, and hangings on board naval vessels, $60,000,000: *Provided*, That the limitations imposed by existing law relative to repairs to vessels of the Navy shall not apply to the expenditure of funds made available in this Act: *Provided further*, That the sum to be paid out of this appropriation, under the direction of the Secretary of the Navy, for clerical, drafting, inspection, watchmen (ship keepers), and messenger service in navy yards, naval stations, and offices of superintending naval constructors for the fiscal year ending June thirtieth, nineteen hundred and nineteen, shall not exceed $3,000,000.

CONSTRUCTION PLANTS AT NAVY YARDS: For repairs and improvements of machinery and implements at construction plants at navy yards at Portsmouth, New Hampshire, $10,000; Boston, Massachusetts, $25,000; New York, New York, $35,000; Philadelphia, Pennsylvania, $25,000; Norfolk, Virginia, $35,000; Charleston, South Carolina, $10,000; Mare Island, California, $35,000; Puget Sound, Washington, $25,000; in all, $200,000.

BUREAU OF STEAM ENGINEERING.

ENGINEERING: For repairs, preservation, and renewal of machinery, auxiliary machinery, and boilers of naval vessels, yard craft, and ships' boats, distilling and refrigerating apparatus; repairs, preservation, and renewals of electric interior and exterior signal communications and all electrical appliances of whatsoever nature on board naval vessels, except range finders, battle order and range transmitters and indicators, and motors and their controlling apparatus used to operate machinery belonging to other bureaus; searchlights and fire-control equipments for antiaircraft defense at shore stations; maintenance and operation of coast signal service, including expenses of office of Director of Naval Communications and the purchase of land as necessary for sites for radio shore stations; equipage, supplies, and materials under the cognizance of the bureau required for the maintenance and operation of naval vessels, yard craft, and ships' boats; purchase, installation, repair, and preservation of machinery, tools, and appliances in navy yards and stations, pay of classified force under the bureau; incidental expenses for navy vessels, naval yards, and stations, inspectors' offices, the engineering experiment station, such as photographing, technical books and periodicals, stationery, and instruments; instruments and apparatus, supplies, and technical books and periodicals necessary to carry on experimental and research work in radiotelegraphy at the naval radio laboratory: *Provided*, That the sum to be paid out of this appropriation, under the direction of the Secretary of the Navy, for clerical, drafting, inspection, and messenger service in navy yards, naval stations, and offices of United States inspectors of machinery and engineering material for the fiscal year ending June thirtieth, nineteen hundred and nineteen, shall not exceed $3,035,000: *Pro-*

*vided further*, That the sum to be paid out of this appropriation for the purchase of land for sites for radio shore stations shall not exceed $10,000; in all, engineering, $50,000,000.

FOR ORIGINAL INVESTIGATION AND EXTENDED EXPERIMENTATION OF NAVAL APPLIANCES: Testing implements and apparatus; purchase and installation of such machines and auxiliaries considered applicable for test and use in the naval service, and for maintenance and equipment of buildings and grounds, $160,000.

The foregoing appropriations for the Naval Establishment shall be available for similar expenses of the Coast Guard and Lighthouse Services while cooperating with the Navy in so far as the regular appropriations for these services are insufficient therefor; and, when expenditures are thus made, naval appropriations need not be reimbursed from the appropriations of the Coast Guard and Lighthouse Services.

So much of the naval appropriations for the fiscal years nineteen hundred and eighteen and nineteen hundred and nineteen as is necessary may be transferred on the books of the Treasury to the credit of the regular appropriations of the Coast Guard and Lighthouse Services.

That the President of the United States be, and he is hereby, authorized during the period of the present war to promote temporarily, with the advice and consent of the Senate, commissioned line officers and engineer officers of the United States Coast Guard below the rank and grades of captain and captain of engineers to the ranks and grades of the Coast Guard not above captain and captain of engineers, respectively, without regard to number or length of service in rank or grade: *Provided*, That such temporary promotions may be to such rank and grade in the Coast Guard not above captain or captain of engineers as correspond to the rank and grade that may be attained in accordance with law, either permanently or temporarily, by line officers of the regular Navy of the same length of total service: *Provided further*, That constructors of the Coast Guard now authorized by law who shall have had as much total service in the Coast Guard as the officer of the Construction Corps of the Navy at the foot of the permanent or temporary list of those with the rank of lieutenant commanders may be temporarily promoted to the rank of captain of the Coast Guard: *And provided further*, That for the purposes of this Act service in the Coast Guard to be counted must have been continuous: *And provided further*, That nothing contained in this paragraph shall operate to disturb the relative position of officers in the Coast Guard with reference to precedence or promotion, but all such officers otherwise qualified shall be advanced in rank with or ahead of officers in the Coast Guard who were their juniors on the date of this Act.

That the President be, and he is hereby, authorized during the period of the present war to promote temporarily, with the advice and consent of the Senate, the captain commandant of the Coast Guard to the rank of commodore in the Navy and brigadier general in the Army, and the engineer in chief of the Coast Guard to the rank of captain in the Navy and colonel in the Army, officers of the Coast Guard holding permanent commissions above the rank and grade of first lieutenant and first lieutenant of engineers as follows: Not to exceed two-fifths of the captains authorized by law, and not

to exceed one-third of the captains of engineers authorized by law, to have the rank of senior captain in the Coast Guard; and not to exceed one-third the senior captains authorized by law, to have the rank of captain in the Navy and colonel in the Army: *Provided*, That the senior captains, captains, and captains of engineers to be temporarily promoted as herein provided, shall be selected as provided by law for promotion by selection in the Navy.

That during the period of the present war, the senior district superintendent, the three district superintendents next in order of seniority, the four district superintendents next below these three in order of seniority, and the junior five district superintendents shall have the rank, pay, and allowances of captain, first lieutenant, and second lieutenant, and third lieutenant in the Coast Guard, respectively.

That the permanent and probationary commissions of officers of the Coast Guard shall not be vacated by reason of the temporary promotions and advancements authorized by this Act, nor shall said officers be prejudiced in their relative lineal rank in regard to their promotion as provided for in existing law: *Provided*, That no officer who shall receive a temporary promotion or advancement under this Act shall be entitled to pay or allowances except under such promotion or advancement: *Provided further*, That upon the termination of the temporary promotions and advancements authorized by this Act, the officers so promoted and advanced shall revert to the rank and grade from which temporarily promoted or advanced, unless such officers in the meantime, in accordance with law, become entitled to promotion to a higher grade or rank in the permanent Coast Guard, in which case they shall revert to said higher grade or rank, and shall, after passing the prescribed examinations, be commissioned accordingly.

That all temporary promotions and advancements authorized by this Act shall continue in force only until otherwise directed by the President, and not later than six months after the termination of the present war.

That any officer of the Coast Guard temporarily promoted or advanced in grade or rank in accordance with the provisions of this Act who shall be retired from active service under his permanent commission while holding such temporary grade or rank, except for physical disability incurred in line of duty, shall be placed on the retired list with the grade or rank to which his position in the permanent Coast Guard at the date of his retirement would entitle him.

That officers of the United States Coast Guard on sea duty or on shore duty beyond the continental limits of the United States during the period of the present war shall receive the same increase of pay and allowances in all respects as are now or may hereafter be provided by law for officers of the Navy of corresponding rank.

That nothing contained in this Act relating to the Coast Guard shall operate to reduce the rank, pay, or allowances that would have been received by any person in the Coast Guard except for the passage of this Act.

## NAVAL ACADEMY.

PAY OF PROFESSORS AND OTHERS, NAVAL ACADEMY: Pay of professors and instructors, including one professor as librarian, $235,000.

One swordmaster, $1,700; assistants: one $1,500; one $1,300; headmaster in physical training, $2,000; instructors in physical training: one $1,800; two at $1,500 each; three at $1,300 each; assistant librarian, $2,400; cataloguer, $1,600; shelf assistants: two at $1,200 each; secretary of the Naval Academy, $2,500; clerks: two at $1,900 each; two at $1,700 each; two at $1,600 each; four at $1,400 each; four at $1,200 each; seven, $1,100 each; seven, $1,000 each; draftsman, $1,700; surveyor, $1,500; services of organist at chapel, $300; captain of the watch, $1,460; second captain of the watch, $1,300; twenty-two watchmen, at $1,160 each; three telephone switchboard operators, at $660 each; mail messenger, $1,100. In all, pay of professors and others, Naval Academy, $329,460.

DEPARTMENT OF ORDNANCE AND GUNNERY: Leading ordnanceman, $1,450; electrician, $1,680; ordnancemen: one, $1,280; one $1,150; one $1,100; ordnance helpers: two $1,030 each; two, $1,000 each; storeroom and record keeper, $840; in all, $11,560.

DEPARTMENTS OF ELECTRICAL ENGINEERING AND PHYSICS: One instrument maker, $1,800; three electrical machinists, $1,758 each; one mechanic, $1,758; laboratorian, $1,500; in all, $10,332.

DEPARTMENT OF SEAMANSHIP: Two coxswains, $500 each; three seamen, $450 each; in all, $2,350.

DEPARTMENT OF MARINE ENGINEERING AND NAVAL CONSTRUCTION: Master machinist, $2,300; assistant, $1,800; pattern maker, $1,800; boiler maker, blacksmith, three machinists, molder, and coppersmith, $1,758 each; one pattern maker and one blacksmith, $1,680 each; one instructor in mechanical drawing, $2,100; machinists and other employees, $9,515.20; in all, $33,181.20.

COMMISSARY DEPARTMENT: Chief clerk and purchasing agent, $1,800; chief cook, $1,500; cooks: fourteen, $900 each; eighteen, $600 each; stewards: one, $1,800, four assistants, $1,200 each; two head waiters, $900 each; six assistant head waiters, $720 each; head pantrymen: two, $900 each; bakers: chief, $1,500; nine, $960 each; nine, $720 each; butchers: head, at $960; four assistants, $780 each; one butcher's helper, $600; four baker helpers, $420 each; firemen: six, $600 each; necessary waiters, at not to exceed $25 per month each, $35,100, and the accounting officers of the Treasury are authorized and directed to credit in the accounts of the disbursing officer for the fiscal years nineteen hundred and seventeen and nineteen hundred and eighteen payments to waiters not in excess of the rate fixed by appropriation Acts and the aggregate amounts appropriated; coffeemen: two, $600 each, four, $420 each; four dish pantrymen, $420 each; four utility men, $420 each; linemen: one, $600; two, $420 each; four seamstresses, $600 each; stenographers: two, $1,080 each; typists: three, $900 each; two drivers, $720 each; scullions and other unskilled labor (wages in no case to exceed $50 per month), $2,000; in all, $121,280.

DEPARTMENT OF BUILDINGS AND GROUNDS: One messenger to superintendent, $750; necessary building attendants, $34,200; in all, $34,950.

For the employment of such additional temporary force of employees in the various departments of the Naval Academy as in the judgment of the Secretary of the Navy may be necessary to the transaction of official business on account of the existing emergency, $100,000.

In all, civil establishment, $643,113.20.

CURRENT AND MISCELLANEOUS EXPENSES, NAVAL ACADEMY: Text and reference books for use of instructors; stationery, blank books and forms, models, maps, and periodicals; apparatus and materials for instruction in physical training and athletics; expenses of lectures and entertainments not exceeding $1,000, including pay and expenses of lecturer; chemicals, philosophical apparatus and instruments, stores, machinery, tools, fittings, apparatus, and materials for instruction purposes, $89,550.

Purchase, binding, and repair of books for the library (to be purchased in the open market on the written order of the superintendent), $2,500.

For expenses of the Board of Visitors to the Naval Academy, $3,000.

For contingencies for the superintendent of the academy, to be expended in his discretion, $3,000.

For contingencies for the commandant of midshipmen, to be expended in his discretion, $750.

In all, current and miscellaneous expenses, $98,800.

MAINTENANCE AND REPAIRS, NAVAL ACADEMY: For general maintenance and repairs at the Naval Academy, namely: For necessary repairs of public buildings, wharves, and walls inclosing the grounds of the Naval Academy, improvements, repairs, and fixtures; for books, periodicals, maps, models, and drawings; purchase and repair of fire engines; fire apparatus and plants; machinery; purchase and maintenance of all horses and vehicles for use at the academy, including the maintenance, operation, and repair of three horse-drawn passenger-carrying vehicles to be used only for official purposes; seeds and plants; tools and repairs of the same; stationery; furniture for Government buildings and offices at the academy; coal and other fuel; candles, oil, and gas; attendance on light and power plants; cleaning and clearing up station and care of buildings; attendance on fires, lights, fire engines, fire apparatus, and plants, and telephone, telegraph, and clock systems; incidental labor; advertising, water tax, postage, telephones, telegrams, tolls, and ferriage; flags and awnings; packing boxes; fuel for heating and lighting bandsmen's quarters; pay of inspectors and draftsmen; music, musical and astronomical instruments; and for the pay of employees on leave, $507,000.

Rent of buildings for the use of the academy, and commutation of rent for bandsmen, at $8 per month each, $3,936.

In all, maintenance and repairs, $510,936.

In all, Naval Academy, exclusive of public works, $1,252,849.20.

## MARINE CORPS.

PAY, MARINE CORPS: Pay of officers, active and reserve list: For pay and allowances prescribed by law for all officers on the active and reserve list, $9,891,624.50.

The title of clerks for assistant paymasters is hereby changed to pay clerk, who shall hereafter receive the same pay, allowances, and other benefits now provided by law for clerks for assistant paymasters; and the total number of pay clerks shall not exceed ten for duty in the office of the paymaster, Marine Corps, fifteen for duty in the paymaster's department at large, and one for each assistant paymaster: *Provided,* That nothing herein contained shall be construed to reduce

the pay, allowances, or other benefits granted by existing law to any clerk for assistant paymaster now in service.

For pay of officers prescribed by law, on the retired list: For two major generals, three brigadier generals, six colonels, four lieutenant colonels, eleven majors, twenty-one captains, fourteen first lieutenants, two second lieutenants, and one paymaster's clerk, and for officers who may be placed thereon during the year, including such increased pay as is now or may hereafter be provided for retired officers regularly assigned to active duty, $218,907.56.

Pay of enlisted men, active and reserve list: Pay and allowances of noncommissioned officers, musicians, and privates, as prescribed by law, and for the expenses of clerks of the United States Marine Corps traveling under orders, and including additional compensation for enlisted men of the Marine Corps regularly detailed as gun captains, gun pointers, mess sergeants, cooks, messmen, signalmen, or holding good-conduct medals, pins, or bars, including interest on deposits by enlisted men, post-exchange debts of deserters, under such rules as the Secretary of the Navy may prescribe, and the authorized travel allowance of discharged enlisted men and for prizes for excellence in gunnery exercise and target practice and for pay of enlisted men designated as Navy mail clerks and assistant Navy mail clerks, both afloat and ashore, $38,877,795.

For pay and allowances prescribed by law of enlisted men on the retired list: For nine sergeants major, one drum major, twenty-one gunnery sergeants, thirty-four quartermaster sergeants, thirty-eight first sergeants, fifty-nine sergeants, thirteen corporals, one principal musician, sixteen first-class musicians, one second-class musician, one drummer, and thirteen privates, and for those who may be retired during the fiscal year, $168,477.

Undrawn clothing: For payment to discharged enlisted men for clothing undrawn, $128,358.80.

Mileage: For mileage to officers traveling under orders without troops, $377,500.

For commutation of quarters of officers on duty without troops where there are no public quarters, $427,500.

PAY OF CIVIL FORCE: In the office of the major general commandant: Temporary special assistant to the major general commandant, $2,750; one chief clerk, at $2,250; one clerk, at $1,800; one messenger, at $971.28.

In the office of the paymaster: One chief clerk, at $2,250; one clerk, at $1,500.

In the office of the adjutant and inspector: One chief clerk, at $2,250; one clerk, at $1,800; clerk at $1,600; one clerk, at $1,500; one clerk, at $1,400; one clerk, at $1,200.

In the office of the quartermaster: Temporary special assistant to the quartermaster, $2,750; one chief clerk, at $2,250; two clerks, at $1,800 each; one clerk, at $1,500; two clerks, at $1,400 each; two clerks, at $1,200 each; technical engineer, $2,300; one draftsman, at $2,000.

In the office of the assistant quartermaster, San Francisco, California: One chief clerk, at $2,000.

In the office of the assistant quartermaster, Philadelphia, Pennsylvania: One chief clerk, at $2,000; one messenger, at $840.

In all, for pay of civil force, $45,711.28, and the money herein specifically appropriated for pay of the Marine Corps shall be disbursed and accounted for in accordance with existing law as pay of the Marine Corps, and for that purpose shall constitute one fund.

In all, pay, Marine Corps, $50,135,874.14.

MAINTENANCE, QUARTERMASTER'S DEPARTMENT, MARINE CORPS.

PROVISIONS, MARINE CORPS: For enlisted men serving ashore; subsistence and lodging of enlisted men when traveling on duty, or cash in lieu thereof; commutation of rations to enlisted men regularly detailed as clerks and messengers; payments of board and lodging of applicants for enlistment while held under observation, recruits, recruiting parties, and enlisted men where it is impracticable to otherwise furnish subsistence, or in lieu of board, commutation of rations to recruiting parties, and enlisted men traveling on special duty at such rate as the Secretary of the Navy may prescribe; ice machines and their maintenance where required for the health and comfort of the troops and for cold storage; ice for offices and preservation of rations, $15,053,500.

CLOTHING, MARINE CORPS: For enlisted men authorized by law, $32,470,480.

FUEL, MARINE CORPS: For heat, light, and commutation thereof for the authorized allowance of quarters for officers and enlisted men, and other buildings and grounds pertaining to the Marine Corps; fuel, electricity, and oil for cooking, power, and other purposes; and sales to officers, $1,523,715.

MILITARY STORES, MARINE CORPS: Pay of chief armorer, at $4 per diem; purchase and repair of military equipments, such as rifles, revolvers, cartridge boxes, bayonet scabbards, haversacks, blanket bags, canteens, rifle slings, swords, drums, trumpets, flags, waistbelts, waist plates, cartridge belts, spare parts for repairing rifles, machetes; tents, field cots, field ovens, and stoves for tents, instruments for bands; purchase of music and musical accessories, articles of field sports for enlisted men, signal equipment and stores; purchase and marking of prizes for excellence in gunnery and rifle practice; good-conduct badges; medals and buttons awarded to officers and enlisted men by the Government for conspicuous, gallant, and special service; incidental expenses of schools of application; construction, equipment, and maintenance of school, library, and amusement rooms and gymnasiums for enlisted men, establishment, rental, and maintenance of camps of instruction, target ranges, and entrance fees in competitions; procuring, preserving, and handling ammunition and other necessary military supplies; in all, $25,277,750.

TRANSPORTATION AND RECRUITING, MARINE CORPS: For transportation of troops, and of applicants for enlistment between recruiting stations and recruit depots or posts, including ferriage and transfers en route, or cash in lieu thereof; toilet kits for issue to recruits upon their first enlistment and the expense of the recruiting service, $2,531,856: *Provided*, That hereafter authority is hereby granted to employ the services of advertising agencies in advertising for recruits under such terms and conditions as are most advantageous to the Government.

REPAIRS OF BARRACKS, MARINE CORPS: Repairs and improvements to barracks, quarters, and other public buildings at posts and stations; for the renting, leasing, improvement, and erection of buildings in the District of Columbia, and at such other places as the public exigencies require, $4,258,204.

FORAGE, MARINE CORPS: For forage in kind and stabling for public animals of the Quartermaster's Department and the authorized number of officers' horses, $294,930.

COMMUTATION OF QUARTERS, MARINE CORPS: Commutation of quarters for enlisted men on recruiting duty, for officers and enlisted men serving with troops where there are no public quarters belonging to the Government, and where there are not sufficient quarters possessed by the United States to accommodate them, for enlisted men employed as clerks and messengers in the offices of the commandant, adjutant and inspector, paymaster, and quartermaster, and the offices of the assistant adjutant and inspectors, assistant paymasters, assistant quartermasters, at $21 each per month, and for enlisted men employed as messengers in said offices, at $10 each per month, $1,215,467.

CONTINGENT, MARINE CORPS: For freight, expressage, tolls, cartage, advertising, washing of bed sacks, mattress covers, pillowcases, towels, and sheets, funeral expenses of officers and enlisted men, and retired officers on active duty during the war, and retired enlisted men of the Marine Corps, including the transportation of bodies and their arms and wearing apparel from the place of demise to the homes of the deceased in the United States; stationery and other paper, printing and binding; telegraphing, rent of telephones; purchase, repair, and exchange of typewriters; apprehension of stragglers and deserters; per diem of enlisted men employed on constant labor for periods of not less than ten days; employment of civilian labor; purchase, repair, and installation and maintenance of gas, electric, sewer, and water pipes and fixtures; office and barracks furniture, camp and garrison equipage and implements; mess utensils for enlisted men; packing boxes, wrapping paper, oilcoth, crash, rope, twine, quarantine fees, camphor and carbolized paper, carpenters' tools, tools for police purposes, safes, purchase, hire, repair, and maintenance of such harness, wagons, motor wagons, armored automobiles, carts, drays, motor-propelled and horse-drawn passenger-carrying vehicles, to be used only for official purposes, and other vehicles as are required for the transportation of troops and supplies and for official military and garrison purposes; purchase of public horses and mules; services of veterinary surgeons, and medicines for public animals, and the authorized number of officers' horses; purchase of mounts and horse equipment for all officers below the grade of major required to be mounted; shoeing for public animals and the authorized number of officers' horses; purchase and repair of hose, fire extinguishers, hand grenades, carts, wheelbarrows, and lawn mowers; purchase, installation, and repair of cooking and heating stoves and furnaces; purchase of towels, soap, combs, and brushes for offices; postage stamps for foreign and registered postage; books, newspapers, and periodicals; improving parade grounds; repair of pumps and wharves, water; straw for bedding, mattresses; mattress covers, pillows, sheets; furniture for Government quarters and repair of same; packing and crating officers' allow-

ance of baggage on change of station; deodorizing, lubricants, disinfectants; and for all emergencies and extraordinary expenses arising at home and abroad, but impossible to anticipate or classify, $10,577,780.

In all, for the maintenance of Quartermaster's Department, Marine Corps, $93,203,682; and the money herein specifically appropriated for the maintenance of the Quartermaster's Department, Marine Corps, shall be disbursed and accounted for in accordance with the existing law as maintenance, Quartermaster's Department, Marine Corps, and for that purpose shall constitute one fund.

RESERVE SUPPLIES, MARINE CORPS: Toward the procurement of a reserve stock of clothing, arms, and equipment, and other necessary military supplies, to be immediately available and to remain available until expended, $16,677,200.

Total Marine Corps, including reserve supplies, Marine Corps, exclusive of public works, $160,016,756.14.

The President is hereby authorized and empowered, within the amounts herein appropriated therefor, to take over immediately for the United States possession of and title to each and all of the parcels of land, including appurtenances and improvements for the acquisition of which authority is herein granted and for which appropriations are herein made: *Provided*, That if said lands and appurtenances and improvements shall be taken over as aforesaid, the United States shall make just compensation therefor, to be determined by the President, and if the amount thereof, so determined by the President, is unsatisfactory to the person entitled to receive the same, such person shall be paid seventy-five per centum of the amount so determined by the President and shall be entitled to sue the United States to recover such further sum as added to said seventy-five per centum will make up such amount as will be just compensation therefor, in the manner provided for by section twenty-four, paragraph twenty, section one hundred and forty-five, of the Judicial Code: *Provided further*, That upon the taking over of said property by the President as aforesaid the title to all property so taken over shall immediately vest in the United States.

## INCREASE OF THE NAVY.

Of the vessels authorized to be constructed prior to July first, nineteen hundred and nineteen, in the "Act making appropriations for the naval service for the fiscal year ending June thirtieth, nineteen hundred and seventeen, and for other purposes," approved August twenty-ninth, nineteen hundred and sixteen, the construction of which has not heretofore specifically been directed to be begun shall be begun as soon as practicable, but not later than June thirtieth, nineteen hundred and nineteen.

INCREASE OF THE NAVY, TORPEDO-BOAT DESTROYERS: On account of torpedo-boat destroyers heretofore authorized, to be available until expended, $125,000,000.

INCREASE OF THE NAVY, TORPEDO BOATS: On account of submarine torpedo boats heretofore authorized, to be available until expended, $32,397,000: *Provided*, That the limit of cost of the coast submarines authorized by the Act making appropriations for the naval service

for the fiscal year ending June thirtieth, nineteen hundred and seventeen, approved August twenty-ninth, nineteen hundred and sixteen, is hereby increased by the sum of $25,000 each.

INCREASE OF THE NAVY, ARMOR AND ARMAMENT: Toward the armor and armament for vessels hetetofore authorized, to be available until expended, $20,000,000.

INCREASE OF THE NAVY, AMMUNITION: On account of ammunition for vessels heretofore authorized, to be available until expended, $7,000,000.

Total increase of the Navy heretofore authorized, $184,397,000.

NAVAL EMERGENCY FUND.

To enable the President to secure the more economical and expeditious delivery of materials, equipment, and munitions and secure the more expeditious construction of ships authorized and for the purchase or construction of such additional torpedo-boat destroyers, submarine chasers, and other naval craft, and for each and every purpose connected therewith, as the President may direct, to be expended at the direction and in the discretion of the President, $100,000,000.

IMPROVING AND EQUIPPING NAVY YARDS FOR CONSTRUCTION OF SHIPS AND TO MEET URGENT NEEDS OF NAVY YARDS, STATIONS, AND BASES: To enable the Secretary of the Navy to equip the navy yards with suitable and necessary machinery, implements, building ways, and equipment for the construction and repair of such vessels as may have been or may be assigned to navy yards and to meet urgent needs of navy yards, stations, and bases, $10,000,000.

That no part of the appropriations made in this Act shall be available for the salary or pay of any officer, manager, superintendent, foreman, or other person having charge of the work of any employee of the United States Government while making or causing to be made with a stop watch or other time-measuring device a time study of any job of any such employee between the starting and completion thereof, or of the movements of any such employee while engaged upon such work; nor shall any part of the appropriations made in this Act be available to pay any premiums or bonus or cash reward to any employee in addition to his regular wages, except for suggestions resulting in improvements or economy in the operation of any Government plant.

That no part of any sum appropriated by this Act shall be used for any expense ot the Navy Department at Washington, District of Columbia, unless specific authority is given by law for such expenditure.

All unexpended balances of appropriations made for the Naval Establishment for the fiscal year nineteen hundred and eighteen in the naval appropriation Act and the several Acts making deficiency appropriations are hereby continued and made available for the fiscal year nineteen hundred and nineteen. The balances existing, after all payments made prior to the passage of this Act have been charged, shall be transferred to and merged with the corresponding appropriations contained in this Act: *Provided*, That prior to the transfer there may be charged against these balances the expenditures prior

to July first, nineteen hundred and eighteen, on account of the accrued pay of officers and enlisted men of the Navy and Marine Corps, accrued pay of civilian employees, and supplies issued from the Naval Supply Account.

All appropriations contained in this Act are hereby made immediately available, but no appropriation in this Act shall be used for payment of deficiencies.

Approved, July 1, 1918.

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